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ABSTRACT

This survey of school district evaluation practices reveals the new trend toward involvement of teachers in the establishment of evaluation programs. The report explores such issues as the goals of an evaluation system, who does the evaluating, how evaluators are trained, how evaluation results are used, the kinds of evaluation data that are relevant, how many times an employee is evaluated, and the appeals procedures available to an employee should he disagree with the evaluator. (JF)

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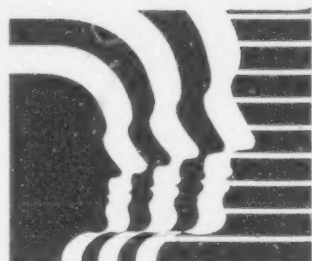
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EDUCATION U.S.A.

SPECIAL REPORT



EVALUATING TEACHERS FOR PROFESSIONAL GROWTH

CURRENT TRENDS
in School Policies & Programs

EA 006 203

A Publication of the
National School Public Relations
Association

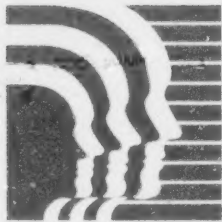
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Acknowledgment

Evaluating Teachers for Professional Growth is one of a series of special reports on current trends in school policies and programs. The purpose of the series is to provide school practitioners at all levels, and others concerned with education, with the most up-to-date information on problems which are at the core of today's constantly changing education scene.

Evaluating Teachers for Professional Growth was written by Nield Oldham of New London, Conn. It was developed by the Education U.S.A. Special Reports staff: Ben Brodinsky, Executive Editor; Cynthia Menand, Director of Editorial Services; and Roy K. Wilson, Editorial Director. Production services: Lyn Broad, Joan Lenz, Andrea Olinger and Marla Wilson.

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Overview

Evaluating teachers is not a new exercise. Evaluation has been present whenever a teacher has been hired or fired. What is new in the school districts of the United States during the 1970s is the intensive search for improved ways to evaluate teachers — and to standardize these ways. Impetus for this search flows from the needs of two groups: teachers, on the one hand, who seek the security of fair, objective standards of evaluation; and the public, on the other hand, seeking assurance that its tax dollar is well spent. The professional school administrator, serving as a middle-man between the two groups, has the sensitive task of seeing that the needs of both are met as fully as possible while achieving the ultimate goal of everyone — improved education for children.

PRESSURES FOR EVALUATION

In the 1960s the cost of education soared, igniting the cry for "accountability." A few state legislatures responded by passing accountability laws that, among other things, often mandated teacher evaluation. Even where laws were not enacted, public demands for accountability in the school systems increased pressures for more reliable evaluation procedures. Today it is a rare school district that has not at least taken a new look at its teacher evaluation policies, and many are changing or have changed their procedures.

What makes the task of finding a workable system difficult is that teacher evaluation involves two almost *irreconcilables*: the near impossibility of making valid judgments about anything as complex and personal as teaching ability, and the crying need to do just that. It is the tension between the need for it and the difficulty of it — both recognized on all sides — that has produced a variety of ways to try to resolve the problem, and a variety of reactions to them.

"What is good? What is effective evaluation?"

These questions have far-reaching influence on the operation of a school system and direct effects on the lives and work of teachers and pupils. The best answers are being worked out by educators in the hurly-burly of daily operations.

Probably the first step in the search for answers is a definition of teacher evaluation. Consider the one contained in the evaluation plan of the Belmont (Calif.) School District:

Evaluation is the process of making considered judgments concerning the professional accomplishments and competencies of all certificated employees, based on a broad knowledge of the areas of performance involved, the characteristics of the situation of the individuals being evaluated, and the specific standards of performance preestablished for their positions.

Evaluation should promote awareness of the strengths and weaknesses of all certificated personnel, provide for growth and improvement and encourage beneficial change. It is much broader than any single assessment technique or instrument, and it is a necessary function in maintaining a viable profession. Evaluation of personnel should be directed to the total educational process in order that children are able to develop to the best of their abilities. It should be constructive, fair and equitable. Communication between the evaluator and the evaluatee should be ongoing.

In some districts the search for an evaluation procedure has taken on the unfortunate aspects of an adversary proceeding. This is not true in the majority of districts, and many report a cooperative spirit, such as described by Dean W. Tate, assistant superintendent of Reynolds School District No. 7, Multnomah County, Ore.: "Generally speaking our teachers are competent professionals whose desire is not to protect the few incompe-



EVALUATING TEACHERS FOR PROFESSIONAL GROWTH

CURRENT TRENDS in School Policies & Programs

The Evaluation of Teachers for Professional Growth A Summary of Trends

Evaluation is being geared more directly toward improvement of the teacher and the instructional process. Identifying incompetent teachers is becoming a secondary objective.

- Teachers are being involved more and more in the establishment of evaluation procedures and in the development of instruments.

There is a trend toward less evaluation of teaching methods and toward more evaluation of teaching results.

- More and more evaluations are being based on job targets, usually mutually agreed to by evaluator and teachers.

Teacher-evaluator conferences are supplementing the classroom observations as part of the evaluation process.

- The traditional checklist is being supplemented by a narrative type of written evaluation.

In-service training as an integral part of the evaluation is becoming widespread.

- Tenured teachers are being formally evaluated where once they were not evaluated at all, and more often where they once were evaluated infrequently.

Evaluation-by-peers and evaluation-by-students are growing practices.

- Sophisticated management techniques and instruments, such as management by objectives, are being tried in a small but steadily growing number of districts.

Where teachers accept the evaluation process and aims, they tend to prefer more, not fewer, formal evaluation periods.

- An increasing number of states are passing accountability laws that require some form of teacher evaluation.

The evaluation process is being covered by more and more master contracts or agreements between teacher organizations and boards of education, with grievance procedures provided for.

- Teacher organizations increasingly not only accept evaluation as a necessary process, but seek an active role in establishing guidelines and procedures.

tents in their ranks. All they have asked of us is that our evaluations of them be thorough and fair."

The growing practice — and the most noteworthy new trend — is to involve teachers in the establishment of evaluation programs. The unilateral imposition of evaluative standards on the teacher by the administrator is going the way of the dinosaur. As John Cope, assistant superintendent, Pittsford (N.Y.) Central School, reports: "The biggest plus factor resulting from our teacher evaluation program is the increased communication between principal and teacher and the agreement on what is important in the total program."

Which isn't to say that all is harmonious, even in the best districts. There is plenty of disagreement over the what, how and why. Many teachers, for example, feel only their classroom behavior should be evaluated; administrators believe a broader base of evaluation is needed. Teachers want evaluation to be only "formative," that is, aimed at improving instruction; administrators want that, but they feel the need for "summative" evaluation that leads to decisions on whether to retain or dismiss a teacher.

The questions that districts are struggling with are summed up in the introduction to a task force report on a personnel evaluation system for the Davenport (Iowa) Community School District:

- What are the goals of an evaluation system?
- Who will do the evaluating?
- How will these evaluators be trained?
- Who will develop an evaluation instrument?
- How will evaluation results be used?
- What kind of evaluation data is relevant?
- What are the sources of evaluation data?

- How many times will an employee be evaluated?
- What are the appeal procedures if the employee disagrees with the evaluator?

In this Current Trends Report we explore the way districts across the country have answered these questions. The material presented in these pages is based on a review of school district practices conducted by the researchers, writers and editors of this report. A questionnaire study by the National School Public Relations Assn. resulted in a large body of facts and descriptive reports on teacher evaluation programs. On-the-scene visits and interviews with school administrators and other educators extended these data.

On the basis of the findings, this report will show the varied approaches to teacher evaluation. But there are underlying principles — and these, too, will be demonstrated in the pages ahead. In summing up briefly at this point, the state of the art, G. E. Grube, principal of the Bergenfield (N.J.) High School, has said:

The critical points in evaluation appear to be (1) getting the staff to accept positive evaluation and (2) getting the staff to understand that classroom observation is but a small part of the overall process. To achieve either, the administrator must be personally committed to these points and not merely giving lip service to fairness, honesty, improvement, etc.

It takes time and energy to improve a staff through the use of positive evaluation techniques and procedures. The results are well worth the effort.

Chapter 1



Three Central Questions

WHY EVALUATE?

"Why evaluate?" is a central question and many words have been written on it. Boiled down, the answer comes to this: to improve teaching performance so as to provide a better education for our children.

There was a time (not too long ago, and some districts still operate in that time) when the consensus held that the best way to improve teaching performance was to fire the incompetent teachers. Teacher evaluation, consequently, was geared to identifying incompetents so they could be eliminated.

But then the belief grew, not only among teachers but also among administrators, that this approach was much too narrow and negative, that it had all sorts of unpleasant side effects, could easily be abused by insensitive administrators and, worst of all, did not really improve teaching performance.

THE TREND TODAY

In today's changing patterns of evaluation, the trend is away from the negative (identifying poor teachers so they can be dismissed) and toward the positive (identifying weaknesses *and* strengths so that the former can be corrected and the latter reinforced).

Most educators welcome the thrust toward a positively oriented evaluation procedure. Practicing administrators, however, cannot blink away the fact that there still must be some procedure for identifying and eliminating incompetent teachers who persist in remaining incompetent. Consequently, today many districts attempt to design teacher evaluation procedures that accentuate the positive while retaining aspects of the negative. Because teachers bristle at any suggestion of evaluation for the purpose of dismissal, some

districts go to great pains to separate the idea of evaluation for improvement from the idea of evaluation for dismissal. Evaluation designed to lead to an administrative decision, such as not renewing a teacher's contract, is often called "summative evaluation," whereas that designed for the purpose of improving instruction is designated "formative evaluation." Regardless of what labels are used, or how elaborate and safesounding the procedures, any written evaluation that ultimately is put in the teacher's personnel folder provides potential evidence in a dismissal move. Many districts candidly recognize this, and describe in detail the procedures to be followed in their evaluation policies or guidelines.

The **Lenox (Mass.) Public Schools** stress improvement in its policy on evaluation, but also lists as one of the purposes of evaluation: "To separate from employment from the Lenox Public Schools those teachers who do not meet the requirements of the schools with respect to professional competence and/or performance."

Boards of education which openly identify dismissal as a purpose of evaluation caution administrators that improvement is the first aim, and that dismissal recommendations must be backed up with ample evidence. Among those procedures outlined by the **Fort Wayne (Ind.) Community Schools** to ensure fairness is the following:

A tenure teacher will be transferred to another school or unit at the end of the school year and will be evaluated twice by the principal or unit head the following school year before a final recommendation related to retention is determined.

Teacher organizations are particularly sensitive to evaluation tied directly to dismissal, and as a Kansas administrator notes "evaluations are questioned when the secondary purpose — dismissal — becomes necessary." Teachers' organizations are

Personnel Assessment vs. Dismissal Procedures

The following statement, issued by the Professional Practices Council, Florida Dept. of Education, supports their belief that teacher evaluation should be kept separate from procedures to identify and dismiss incompetent personnel.



The program for evaluating personnel, in the language of the (Florida) statute, is 'for the purpose of improving the quality of instructional, administrative and supervisory services.' If the purpose of the statute is to be served, the procedures established should clearly identify the educational goals of the system, and the evaluation program should provide information pointing to the kinds of in-service training needed by the teachers, administrators, and supervisors to accomplish these goals. . . .

Evaluation should be a diagnostic tool which identifies what additional competencies would strengthen a given individual's professional repertoire. Obviously, global types of evaluation which labeled personnel as "excellent," "satisfactory," or "poor" are not very useful as indicators of the type of in-service education needed. . . .

The approach to assessment which follows the spirit of the evaluation legislation presumes that each classroom teacher, supervisor and administrator is competent and moral, a presumption which is legally defensible and administratively sound. This approach also operates under two additional assumptions: first, that there is always room for improvement and updating of skills; and second, that a periodic evaluation of all personnel is the vehicle for identifying what kind of improvement and updating would best strengthen a given individual to better perform his assigned tasks. It focuses the assessment procedures and in-service efforts directly on the educational goals of the system and the specific needs of a given individual. . . .

Clearly, it is neither realistic nor productive to use the vehicle of periodic personnel assessment as a means of increasing the list of persons who are identified as incompetent to perform in the classroom. Rather, it should be used as a means of reducing the list. The process of identifying and dealing with the suspected incompetent should be an entirely different process. Identification of possible incompetents will come from a variety of other sources which will be more direct than the traditional global evaluation and more diffused than an in-service-related personnel assessment. Colleagues, parents, or students may complain; administrators may observe inefficiency or incapability which requires a close examination of an individual's performance.

When an administrator has determined to the best of his knowledge that an individual's performance is incompetent, he should pursue the Professional Practices Council's NEAT procedures as follows:

- N** is for **Notice** to the individual that deficiencies exist which, if not corrected, could lead to his dismissal;
- E** is for full and complete **Explanation** of deficiencies and suggested corrections;
- A** is for administrative and supervisory **Assistance** offered and provided;
- T** is for reasonable **Time** provided for correction of deficiencies.

increasingly insisting that evaluation be tied directly to grievance procedures and guarantees of due process.

Differences concerning the purpose of evaluation can occur among administrators as well as between teachers and administrators. Referring to a "definite gap" between the philosophies concerning evaluation, one administrator goes on to say, "The principals and the director of secondary education feel that the prime function of evaluation is to improve instruction. The superintendent feels that we are evaluating teachers too high, making it difficult to dismiss some that fall in the lower part of the range."

The dismissal function of evaluation is more clearly evident in respect to probationary teachers, i.e. those without tenure. Such teachers are evaluated at frequent intervals for the stated purpose of deciding whether to renew their contract and/or move them to tenured status. However, nontenured teachers cannot be eliminated in a perfunctory manner any more than can tenured teachers. Teacher organizations are as ready to contest the firing of one as the other and courts have overruled dismissals of nontenured teachers where good cause has not been shown.

WHO EVALUATES?

Traditionally the teacher's immediate supervisor, usually the principal, has been responsible for evaluating the teacher, and today, despite changes in approaches, the principal is still the individual most often charged with this important duty.

Some principals have reported they spend up to 90% of their time performing functions related to evaluation: classroom visits, conferences, inservice training, etc., and many districts identify teacher evaluation as the major duty of a principal.

Reynolds School District No. 7, Multnomah County, Ore., puts it this way: "The most important job of a principal is to assess the effectiveness of his teaching staff. This facet is infinitely more important than filling out forms, doing routine office jobs, serving on committees, making budgets, and the like. It is felt that in order to make an honest appraisal of each teacher, one-half of each principal's time should be spent in the classroom."

In large schools and at the secondary level in most schools, assistant principals, department heads and other middle management administrators share the evaluation tasks.

Cheyenne Mountain High School in Colorado Springs, Colo., reports the following division of teacher evaluation duties:

The building principal and department chairmen share in the evaluation of teachers. The department chairmen are primarily concerned with subject-matter knowledge, methodology, student-teacher rapport, and will also write several observations of classroom activities.

The evaluation by the building principal is rarely based on one classroom observation, but is a composite evaluation of the teacher's teaching performance based on frequent classroom visitations and (assessment of the teacher's) overall contributions to the school and community.

Peer Evaluation

Accompanying the trend toward more teacher involvement in his own evaluation (goal setting/conferences with evaluator) is a companion trend to involve others, notably students and peers, in the process. (Evaluation by students, which is an approach subject to much discussion, is examined in detail in Chapter 3.) Peer evaluation, the evaluation of one teacher by another, is being used increasingly, most often in conjunction with evaluation performed by a supervisor.

Teachers themselves generally are receptive to the idea of being evaluated by a peer, not only because they feel a fellow teacher will be sympathetic, but because they believe a fellow teacher is more competent to judge what transpires in a classroom than a supervisor who is less familiar with the classroom. A general complaint of teachers about evaluation by administrators is that they "don't know classroom problems."

Districts using peer evaluation have encountered some problems. A common one is finding the time and money, and another one is training, which compounds the first two. If teachers are to evaluate other teachers, they must be released from their own classrooms long enough to accomplish this and to be trained to do it. That may cause some administrative snags.

Another problem is that some teachers are often reluctant to judge their fellow teachers. Even in the kindest light and with the best of intentions, "helping someone else to improve his efforts" implies criticism, which is hard to give and harder to receive for some.

Garford G. Gordon, research executive, California Teachers Assn., in a provocative statement on peer evaluation, presents two cogent arguments supporting the concept.

Except in the smallest schools and school districts it is physically impossible for administrators to collect and evaluate the data necessary for valid evaluation of all certified staff. And even if there were enough administrators to assure classroom visitation often enough, Gordon says, "no person can be an expert, familiar with the latest developments in all fields of education. To expect a principal or other administrator to be so competent in both kindergarten and sixth-grade teaching as to be a competent evaluator of teacher performance in both is to expect him to walk on water."

Gordon suggests that an important advantage of peer evaluation is to separate evaluative judgment from responsibility for the consequences, and charges that the present situation, in which the administrator evaluates personnel for whose performance he is responsible, is "an obvious conflict of interest."

A method Gordon recommends, and one that is being used to a degree in some districts, is team evaluation. La Grange, Ill., uses the team approach to evaluation with a peer teacher, principal, and if necessary, a subject specialist, participating.

Self-Evaluation

The idea of the teacher evaluating himself is spreading. Self-evaluation is used in many districts. The process involves the teacher setting his own objectives and then rating himself on how well he has achieved these objectives — but both tasks are often performed with the supervisor as a partner.

WHAT CRITERIA ARE USED?

To evaluate a teacher it is necessary for local school administrators and teachers to determine, and to agree on, the characteristics of an effective teacher and on the ingredients of effective instruction. Yet few among the experts and practitioners agree on characteristics or how they can be measured.

"Teachers feel that only classroom procedure is the basis of evaluation. The board's position is that anything affecting the kids, be it in the classroom,

in the halls, or in the community, is part of the basis of teacher evaluation," an administrator in Michigan says, and he might have been speaking for many more districts than his own.

And even if there were agreement that only the teacher's activities in the classroom should form the basis for evaluation, there remains plenty of disagreement over just what should be considered.

An administrator in a junior high school in Louisiana reports that, "I have learned not to use 'emotional control' when evaluating teacher behavior because I am not a psychiatrist and was told so. I backed down." He is not the only evaluator to encounter teacher reluctance to be formally rated unsatisfactory, satisfactory, or excellent on such personal traits as "emotional control," "poise and self-confidence," "enthusiasm."

Yet districts must continue to search for the criteria to use in evaluating teachers, to establish what it is that is being assessed. Some districts try hard to convey a degree of scientific precision to the evaluation procedure, and sometimes come up with criteria such as: "When a student misbehaves, the teacher reacts in the most constructive way percent of the time." The use of the percentage gives the illusion of precise measurement to such terms as "most constructive" that do not admit to measurement. It is an eerie coupling of the exact and inexact. Even if the terms permitted precise measurement, one is still left with the troublesome fact that for the statement to have validity the evaluator must observe the teacher 100% of the time to determine a percentage.

Attributes of the successful teacher that most districts attempt to assess can be easily linked. They are:

- Teacher/pupil relationships
- Classroom management and procedure
- Staff relationships
- Community relationships
- Professional attributes
- Professional growth.

The terminology may change from district to district, but these are essentially the main areas in which a teacher is usually evaluated.

Some districts make a point of listing "teacher's knowledge of subject" among the attributes to be

assessed. Many apparently feel that it is implied in other attributes, and some even caution that subject knowledge should not be given undue weight since mastery of a subject does not guarantee a person is a good teacher.

In a statement on *Teacher Evaluation*, the Michigan Education Assn. comments on three environments in which teachers are often evaluated: community, institution and classroom. The Association takes the position that "the behavior of the teacher in the community environment is not an appropriate criterion for formal evaluation of teacher performance," but that the teacher's behavior in the institutional environment is subject to formal evaluation in terms of conformity to institutional regulations.

The Association recommends that in the classroom the teacher's technical competence be assessed in terms of: planning and organizing in relation to stated goals; knowledge of the subject matter; methodology; classroom control; client relationships; and the management and the condition of the milieu.

Measurement of Student Progress

One method of judging teacher effectiveness currently much advocated is to measure student progress — one might call it the "proof of the pudding" approach. If Johnny can't read, then clearly teacher isn't doing his job, so runs the argument; *ipso facto*, if you can measure what the kids have learned, you'll know how good the teacher is.

This line of reasoning has popular appeal, especially to people whose experience in science, industry, cost accounting, quality control and similar fields predisposes them to look for quantitative results for each action put into a "product system." Many teachers, on the other hand, feel this approach is simplistic and mechanistic, as well as being highly unfair to the teacher. Both sides can cite research studies or pilot programs to support their position.

Even where agreement exists on the principle that pupil achievement be considered a key element in judging teacher competence, there is intense disagreement on how such achievement shall be determined. At the center of the argument is the question of the use of standardized tests. Legislative actions, such as California's Stull Act, for example, which requires "the establishment of standards of expected student progress in each area

of study and of techniques for the assessment of that progress," have given impetus to the use of standardized tests for such assessment. The California Teachers Assn., like similar associations, has been at great pains to counteract this trend. Its position, stated in 1972, is as follows:

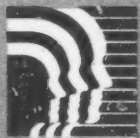
Because of profound misunderstandings about the nature of standardized tests, their misuse at the state level in comparing schools and communities, and the fact that they already exist and require no hard thinking to develop, and because the public has been oversold on the . . . validity of "norms," many professionals as well as many of the public have adopted the simplistic notion that student progress in terms of grade placement on standardized tests should be the measure . . . used in evaluation of certification personnel. This notion is totally false and must be resisted by every professional group. . . .

In a speech prepared for CTA, Duncan Sprague explains: "Basically, standardized norms were not set up for evaluating the progress of students; they were set up to differentiate, to extend students' scores along a continuum from zero to one hundred so that they would be grouped in a bell-shaped curve with an arithmetic mean or average in the middle. Our . . . concern . . . is that 50% of those who take the tests are judged 'below average.' Statistically (if one understands statistics) this is understandable; but, for an individual student or a member of the public, it is not understandable. The message they get is: This child is 'below average.'" And, it follows that so is the teacher, if the standardized test is taken as the measure of teacher effectiveness.

HOW THE STUDENT PERFORMS

Thus, many teachers' organizations as well as many theorists urge as an alternative the use of *criterion-referenced* tests, which are constructed to see how well each student has met certain minimum levels of competence, rather than to compare students with one another. Such tests, its proponents argue, can give a more accurate picture of gains in student learning.

Three other difficulties remain regarding student progress as a test of teacher competence. One is the sheer magnitude of the task. To establish standards of expected student progress in *each* area of study, as well as techniques for their assessment, means no less than going through the entire curriculum



EVALUATING TEACHERS FOR PROFESSIONAL GROWTH

CURRENT TRENDS in School Policies & Programs

A Refresher Course in Evaluation

These guidelines for the use of teacher evaluation procedures are taken from a report, *Teacher Evaluation To Improve Learning*, published by the Ohio Commission on Public School Personnel Policies. They contain concepts accepted by most experts in this field.

1. Evaluation should be a continuous process.
2. No one technique or instrument is sufficient to do the total job of evaluation.
3. Each evaluation technique should be designed for a specific purpose.
4. By using a combination of techniques, a helpful data bank of a teacher's competencies can be accumulated.
5. Teachers need in-service training in the use of evaluation instruments which they can use for self-assessment purposes and adequate time should be provided for this training.
6. The evaluation of teachers needs to take place in light of specific teaching objectives.
7. A global approach to teacher evaluation is not effective. The teaching act must be broken down into specific skills which can be evaluated and an appropriate instrument and technique to measure each skill must be used.
8. An effective plan of evaluation requires sufficient personnel with adequate training and time to do the job.
9. All data collected on teachers by evaluators should be made available to the teachers so that improvement in instruction can be facilitated.
10. Teacher behavior should be evaluated in terms of the particular value system mutually agreed upon by the teacher and the evaluator.
11. In order to fully evaluate teaching, it is necessary to measure changes in student behavior.
12. Any evaluation program should have broad teacher involvement in its formulation and application.
13. The specific plan of evaluation for instructional improvement should be written into the negotiated agreement and/or board policy statements so that all have the same expectations regarding its use.

and setting up thousands of progress indicators — and then somehow getting districtwide, or even statewide, agreement on them — an undertaking to daunt the most intrepid. Critics argue that the time might better be spent teaching.

Second is the danger of freezing teaching into a rigid mold. If standards of expected student progress must be met, then woe to the teacher who turns away from pursuit of those standards to try some creative activities, pursue independent study, or investigate a new idea that didn't exist when the "expected standards" were drawn up. Some fear that the setting of minimum standards will discourage some teachers from striving to go beyond the minimum.

Finally, if pupil progress is to be taken as a measure of teacher competence, then both justice and common sense require that careful note be taken of how the pupil scored before he entered the class of the teacher being evaluated. Teachers' organizations could insist that the teacher be provided with appropriate records for all his students at the beginning of the year, that records

be easily accessible, and that time be allowed for study and interpretation of student records.

Teachers also are emphatic in insisting that the total teaching environment be weighed before drawing any conclusions about pupil progress. Merely to compare "before" and "after" test scores for pupils, even if the tests are soundly designed, may be meaningless or unfair unless consideration is also given to such factors as class size, a teacher's overall teaching load, availability and quality of teaching materials, home and community factors influencing student motivation, and so on.

Nevertheless, the public demand for demonstrable student progress is so strong, and so seemingly logical, that some effort in this direction will probably be sought in just about every district. Those districts which are planning to use student progress as a measure of teacher effectiveness report that much preliminary work must be done if efforts are to be meaningful, rather than mechanical.

Chapter 2



Methods and Tools of Evaluation

SETTING OBJECTIVES

Ideally, today's teacher evaluation programs require the establishment of goals and objectives. Some school districts try to approach this ideal by setting up district-level objectives, building-level objectives and teacher objectives, which are also called job targets. There is little unanimity among districts as to what each term means, and sometimes the terms are used interchangeably by the same district. While the districts do not use the terms in precisely the same way, it is safe to say they are unanimous in their aims: improving instruction as far as possible by setting down measurable goals, objectives or job targets.

"Goals" are usually the broad, more generalized statements of what a district hopes to accomplish. The prime goal of most evaluation programs is the improvement of instruction. "Objectives," "job targets," "performance objectives," or "behavioral objectives" are specific aims that a teacher may set for himself. These may or may not be expressed as certain behaviors that can be achieved within a specified period of time with a specified grouping of pupils, e.g.: 80% of the pupils will be able to read at _____ level by such and such a time.

Statements of Philosophy and Objectives

Many districts preface their evaluation plans with a statement of philosophy.

A typical statement of philosophy might read like this one from **Warren City (Ohio) Schools**: "We believe that the objective of appraisal is the improvement of the quality of children's learning experiences. We further believe that it is a cooperative process wherein the individual being appraised and the one responsible for the appraisal feel a joint responsibility to work together to achieve the desired results."

But the real task begins with setting objectives. The teacher, usually in conference with the evalu-

ator, sets objectives in areas of professional weakness. (Virtually all districts identify several basic areas of teaching activity for the purpose of assessment.) The teacher is then evaluated on how well he achieves these objectives. Some evaluation programs assess the teacher's performance only in terms of his stated objectives. Others evaluate the teacher's performance in a number of standardized areas as well as in terms of meeting his own objectives.

Most districts require that teachers set their objectives near the beginning of the school year. In some, conferences to set objectives are in the middle of the year, after the teacher has been observed and areas of strengths and weaknesses noted.

Although most districts are satisfied with the objective-based evaluation programs, some have encountered problems. One California administrator found that "staff members write objectives they are quite sure they can obtain. Supervisors have little time to evaluate these or to modify them before approving them."

A Michigan district reports that "Initially there was concern that some goals were too ambitious, too global, or too vague. Experience has helped alleviate these concerns."

An Iowa district reports what many other districts discovered upon initiating objective-type evaluation: "The first year many teachers were a little up-tight about writing management-by-objectives type of items. They were not sure about them." Experience and in-service training have generally helped such teachers to define and describe the objectives important to them.

But the number one problem is time: Teachers must find time each year to write out their teaching targets. Supervisors must find time to help the teachers write the targets; they must evaluate the targets before they begin to evaluate the teacher. For the conscientious individual, teacher or supervisor, the process can be a painfully slow one that eats up huge amounts of their time.

Limiting the Targets

Most districts limit the number of targets they expect the teacher to set in a given year. Some require a teacher to establish only two or three. Others expect more, but not an unwieldy number. The evaluation plan of Alexandria City (Va.) Public Schools cautions, "The number of targets finally agreed to will depend upon a given situation. There is no magic number. Six or eight well chosen, relevant targets are preferable to 15 or 20. The guiding principle is to fix upon those which seem most pertinent, and those most likely to improve instruction."

The Alexandria plan is a good example of the objective-setting approach to evaluation. The plan states:

The primary objective of teacher evaluation is to improve instruction. Additional objectives are to improve the performance of teachers by correcting teaching, management or other deficiencies; to humanize instruction; to increase overall accountability on the part of the teachers and school administrators . . . and to improve the overall growth of the teaching staff.

The Alexandria plan defines "performance objectives" as "those specific goals or targets which, if achieved, are likely to improve instruction." Educators in Alexandria tend to use the terms "performance objective," "behavioral objective," and "target" interchangeably. The plan identifies four elements as necessary "to make an objective satisfy the definition of behavioral objective." The elements are: *designate* (initiator and implementor of the target), *substance* (content of target), *action* (steps necessary to achieve target) and *assessment* (method of evaluation to ascertain if target was achieved).

Alexandria identifies seven areas within which teacher competency is evaluated. One of the areas, for example, is "Provide favorable psychological environment." A sample target suggested for that area is: "Teacher, utilizing the resources of the school library, will develop a plan for students to identify and describe five ethnic minority group leaders and state their contributions."

Some Become Complex

In some districts the process of setting and measuring objectives has become quite complex.

The teacher sets his overall goals; then his objectives or targets that are steps toward those goals; and then the procedures he will use to attain the objectives; and finally some type of posttest to prove the objectives/goals have been achieved.

The motivation that spurs such procedures is laudable; it is an attempt to reduce to measurable terms the complex activity of teaching. It is an attempt to be accountable. But the complexity of some of the procedures that have been devised should caution districts to keep things simple, lest they become like the fanatic who, having lost sight of his goals, redoubles his efforts.

THE CLASSROOM VISIT

The most common method of formal teacher evaluation is the classroom visitation. Regardless of who is doing the evaluations — peer or supervisor — the classroom visit is the foundation of the process. Frequently it is supplemented with teacher-evaluator conferences both before and after the fact of visitation.

Richland (Wash.) School District No. 400, in a form explaining evaluation to teachers, states the essence of an evaluation plan that is popular among many districts:

1. A conference with the teacher to identify a particular characteristic or goal for evaluation
2. A data-gathering operation (a classroom observation, self-analysis or student analysis) related to the characteristic
3. A conference to evaluate the data and to identify new characteristics for evaluation.

While most administrators and teachers appear to accept the essentiality of the classroom visitation as part of the evaluation procedure, not everyone agrees on how it should be carried out by, by whom, when and how often, and even how long the visits should be.

One Arizona educator does not feel that classroom observation by an administrator is necessary or even desirable. He prefers conferences, group discussions and peer observations.

"Observation by the administrator creates an artificial situation," he writes. "I now facilitate self-evaluation through individual conferences with the teacher, ('How do you feel about your teach-

ing? How do your students feel about your class?), small group discussion with teachers (sharing problems, concerns and feelings)." Teachers form teams to observe each others' classes and submit written evaluations of their conclusions.

While most feel that classroom visitations for evaluation should be increased in frequency and length, at least one Wisconsin administrator disagrees: "We still use the same classroom visitation as a basis for evaluation, but have changed to a five-minute visit rather than a long, long observation. We learn more approaching the classroom than sitting in it."

Visitations: Pros and Cons

Robert T. McGee, assistant superintendent of Denton (Tex.) Public Schools, strongly supports classroom visitations. McGee describes Denton's approach as "positive and cooperative," with its chief elements being classroom visits and conferences. No rating scale is used and the conferences cover observed teacher behavior in terms of impact on students.

"It is not perfect," McGee writes, "but it achieves the basic objective of having the participants sit down together to discuss the teaching act. This can only be done as a result of 'supervisors' being in the teaching setting (classroom). Any supervisory or evaluative procedure which avoids this is fake at worst or incomplete at best."

In its report, *Teacher Evaluation To Improve Learning*, the Ohio Commission on Public School Personnel Policies states that "as generally practiced for the purpose of formal evaluation . . . (classroom observation) is of little value and can be more harmful than beneficial . . ."

The Ohio report notes these drawbacks: When forewarned, teachers and students can prepare for the event and thus the appraiser has little opportunity to observe a typical situation; observations made under the pretense of seeing how the students are doing or if the new equipment is being used are recognized by the teacher as a subterfuge and are too incomplete to be meaningful.

The Ohio report identifies the "most important criticism" of a classroom observation is its brevity — or, as the Commission puts it — the "contrast between the amount of time necessary to secure a valid sample of the total classroom behavior and the amount of time that is usually spent." Other limitations listed by the Ohio report are that the appraiser may not be expert enough to help

competent teachers, and that, as practiced, it often generates an adversary situation with teacher and evaluator on opposite sides of the fence instead of working cooperatively to improve student learning.

"At its best," the Ohio report says of classroom observation, "it can be a primary means of helping teachers improve. But it must be frequent and must encompass a variety of circumstances."

The Redfern Method

A method of evaluation being used in varying degrees by some districts is that developed by George B. Redfern, former associate executive secretary of the American Assn. of School Administrators.

Basically, the Redfern method requires the teacher to set specific objectives toward which he will work. The objectives or job targets are usually established in conference with the supervisor who will be doing the evaluating. The process requires classroom visitation and subsequent conferences to assess how well goals have been met, whether they should be amended, or others added. The emphasis is on *what* is accomplished rather than *how* it is accomplished. The intent of this method is to encourage evaluator and teacher to operate as a team and to concentrate on improvement. In this process the teacher would not ordinarily be rated.

A major problem encountered in this approach has been identifying and setting realistic job targets.

TOOLS FOR EVALUATION

The tools an evaluator uses — and often with the greatest effectiveness — are a piece of paper and a pencil, although more sophisticated devices, such as tape recorders and videotapes, are also included among evaluation instruments. Teacher organizations are sensitive about the use of electronic devices and try to insert clauses into their contracts prohibiting the use of these tools without the teacher's knowledge and consent.

The paper used by the evaluator is often, but not always, some kind of form. Most commonly used is the checklist. Checklists range from simple to complex, and are designed for use by a supervisor, a peer, a student or the individual himself.

Checklists most often used by districts carry many items on which the teacher is rated. The

items represent what are considered desirable characteristics of a teacher and usually are divided into several general areas, such as these on a form used by Leflore County School District, Greenwood, Miss.: personal qualities; instructional techniques; classroom environment; communication skills; relationships; professional responsibilities.

Both teachers and administrators have found rigid checklists unsatisfactory. John R. Motha, principal at Hastings Junior High School, Fairhaven, Mass., is not unique when he writes, "I find the checklist rather inadequate and, personally, I have a tendency to rate rather highly."

An administrator in Virginia reports, "Neither teachers nor administrators like our present instrument for evaluation and neither take the present form very seriously. If principals are satisfied with a teacher, that teacher is usually rated highly as a positive morale factor. If the teacher is not satisfactory he is rated poorly — and action is initiated to dismiss him."

Sensitivity of Teachers

An Arkansas educator reports, "Principals have tended to rank teachers higher than they feel about them as expressed in conversation. Although it is made clear to teachers that the checklist is primarily a supervisory tool, teachers are very sensitive about it. In several cases there have been strong feelings expressed that principals are not grading them as high as they should be graded, even though in most of the instances they have been marked well above average. Most teachers seem to accept midpoint as being an extremely low evaluation which is unacceptable to them."

To reduce the problem of rating teachers, some districts use only two symbols, such as a plus or a minus. Many, though, use at least five ratings ranging from "outstanding" or "superior" to "unsatisfactory" or "needs improvement." Either letters or numbers are used.

One practice is to destroy the checklist rating form the observer uses in the classroom after conferences with the teacher. A summary of the

observation and results of the conference are put on another form, which is open-ended, and this is filed in the personnel folder. The form usually has a space for the teacher's comments and signature. The usual practice is to have all evaluation forms signed by the teacher, which is not to show he agrees with the results, but merely to attest he has had an opportunity to review them.

In Anacortes, Wash. Charles Kiel, principal of Mt. Erie School, reports that an observer has a list of 40 "Indicators of Quality," and during a 30-minute period of observation lists the dominant points — no more than four — either positive or negative ones. These points are supported with specific facts and discussed in the postobservation conference.

Districts implementing conference-type evaluation procedures have encountered a problem with some supervisors who are reluctant to evaluate teachers in their presence. Then, too, some principals have objected to writing comments backing up their ratings. One principal reported he does not like writing a comment when he gives a satisfactory rating. Nearly all schools require the evaluator to substantiate ratings of "unsatisfactory" or "needs improvement." Some also require comments supporting ratings of "superior" or "excellent."

The checklist and rating scales are deeply entrenched in administrative practices. Some administrators make excellent use of them; others tolerate them; while still others oppose them. The American Federation of Teachers (AFT) passed a resolution at its 1973 convention stating that "any scaled rating of teachers nurtures the exercise of political pressure and creates disharmony among the members of a school's staff," and recommending that local units work to eliminate scaled ratings. And in the same year (November 1973), the AFT's official publication, *The American Teacher*, said that all evaluation instruments are imperfect, but that "probably the best would be a competent evaluator, competent in the discipline area that he or she presumes to evaluate, armed with a blank piece of paper, and enough time and objectivity to ascertain, within the limits of human capabilities, what was going on in the classroom."

PROPOSED EVALUATION FORM
KANSAS-NATIONAL EDUCATION
ASSOCIATION

Employee's name

Date

Teaching assignment and areas of responsibility:

Areas of strength and/or areas needing improvement: (Stated Hypothesis)

Systematically analyzed data: (Supports or Rejects the Hypothesis)

Itemized, specific ways this employee can bring his teacher performance to acceptable level

Itemized, specific ways supervisory assistance will be given to this employee by the administration and board:

**Signature of the employee

date

Signature of the evaluator

date

**A signature on this appraisal form does not mean the teacher necessarily agrees with the opinions expressed, but merely indicates he has read the analysis and has had an opportunity to discuss its contents.

Original -- Personnel File

Copy -- Employee

SAMPLE CHECKLIST

Here is a sample page from a typical checklist form. This one is from **Oak Ridge (Tenn.) Schools** and is used in addition to teacher self-evaluation approaches. Note that this form also has a space to rate the principal, a growing but not yet common practice.

Human Relationships

A. Teacher-pupil relations:

1. Is reasonable, fair and impartial
2. Believes in the worth and dignity of the individual
3. Provides for individual differences
4. Maintains a balance between freedom and control

B. Teacher-staff relations:

1. Takes part in school activities and responsibilities
2. Is cooperative and harmonious with co-workers
3. Sees his responsibility in relation to the total school program
4. Shares and uses original ideas and teaching techniques with co-workers

Professional Qualities

A. Training

1. Is academically competent in area of teaching assignment; has ability to impart information to others
2. Avails himself of opportunities for professional improvement

B. Ethics

1. Adheres to the ethical standards of the teaching profession as approved by NEA and TEA

C. Policies

1. Complies with rules and regulations of the school system
2. Accepts responsibilities in relation to requests made by supervisory and administrative staff

Teacher										Principal									
Strong characteristics					Areas for improvement					Special commendation					Need for discussion				
1					2					1					2				
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Teaching Practice and Performance

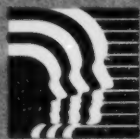
A. Teaching practices

1. Shows evidence of sound thorough planning
2. Creates a warm and friendly atmosphere
3. Has skill in organizing classroom activities
4. Explains assignments thoroughly
5. Creates, finds and uses a variety of methods and materials to challenge and stimulate student growth
6. Asks questions that call for more than a recital of facts
7. Evaluates learning activities with students (as individuals and as groups)
8. Disciplines in a dignified, fair and positive manner, striving toward pupil self-control
9. Helps pupils to recognize, develop and live by moral and spiritual values
10. Adapts methods to pupil's abilities, capabilities, and handicaps
11. Shows a sympathetic understanding of pupil's problems; counsels and helps pupils
12. Arranges physical equipment attractively (seating, centers of interest, bulletin boards, displays)
13. Organizes and uses materials effectively
14. Keeps room healthfully ventilated
15. Practices good housekeeping

Strong characteristics	Areas for improvement	Special commendation	Need for discussion
Teacher		Principal	
1	2	1	2
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All items considered satisfactory unless a check in other column suggests otherwise

All items considered satisfactory unless a check in other column suggests otherwise



EVALUATING TEACHERS FOR PROFESSIONAL GROWTH

CURRENT TRENDS in School Policies & Programs

SAMPLE OPEN-ENDED EVALUATION FORM

The example below of an open-ended evaluation was submitted by R. G. Ames, superintendent of the Little Wolf Public Schools, Manawa, Wis. In the reproduction below some introductory items have been omitted in order to focus on the administrator's "Suggestions for Improvement."

Appraisal of Teacher's Services

Date Dec. 20 Class/Grade 4 Period 1:00 p.m.

Teacher Supervisor Dr. Ames

Personal Qualities

Class Management

Techniques of Teaching

Suggestions for Improvement: "I am pleased to note that your lesson plans include objective statements. It should be remembered, however, that good behavioral objectives have three essential elements — 1) identification of terminal behavior; 2) conditions under which this behavior is to be demonstrated by pupil; 3) the criteria by which the pupil's success in mastering the objective is to be judged.

Your objectives generally stop with item #1 above. Often, if you fully develop your objectives, and pass them out to your pupils, half the task (for the teacher) in helping students master them is done. That is, pupils will do much on their own if they know what they are expected to be able to do. Continue to plan your instruction in terms of behavioral objectives, and develop these objectives more completely. Don't be afraid to add pages to the lesson plan page, which is much too limited in space to allow adequacy.

Don't forget to individualize the work. If you find yourself dittoing a lot of material, perhaps you ought to reconsider. Do all your students need to do the same thing?

To conclude, I am very pleased with the improvement you have shown this year. The atmosphere in your room seems friendly and somewhat relaxed, which is most desired for an effective learning environment. I would judge your teaching service to be a quality which is desired, with improvement possible in the areas of greater indirectness in teaching style, improved specification of behavioral objectives, and greater individualization.

Signature

Chapter 3



When Students Evaluate Teachers

Although some resistance continues, students are evaluating teachers in a number of school systems throughout the country. The practice is presently confined to the secondary level, but it is moving slowly down into the elementary grades. The stereotyped picture of teachers fearing such a practice is hardly justified today.

By and large teachers themselves decide if they want their students to evaluate them; and, with rare exceptions, the completed student evaluation forms are kept and used only by the teacher. The student evaluators remain anonymous, of course.

In July 1973, Educational Research Services (ERS) found that nearly 24% of 468 districts responding to a questionnaire on selected school practices reported they had some form of student evaluation of teachers. The percentage was roughly the same among the districts responding to the *Education U.S.A.* survey for this Current Trends report. Such figures attest to a sharp increase in the practice. A 1970 NEA survey of school districts turned up only five in which students evaluated their teachers. A 1971 sampling of school board policies by the National School Boards Assn. turned up only one mention of student evaluation of teachers, and that was a recommendation from a lay committee. But obviously, these were the low points in the movement.

Student Evaluation on the Increase

Only three years after the NEA study, the ERS survey reported student evaluation of teachers more frequently than any other type of client-performed evaluation (that is, teachers evaluating supervisors or principals, principals evaluating central office staff, etc.). And, there was strong indication in the *Education U.S.A.* survey that one type of client-performed evaluation encouraged other types of client-performed evaluation. If a

teacher organization sought the right to evaluate administrators, as some did in master agreements, administrators were advocating student evaluation of teachers, or vice versa.

In any event, the literature about student evaluation of teachers is growing. Such procedures were instituted, at least in part, in response to public demands for accountability. State laws, such as California's Stull Act, that stress student achievement tend to encourage the practice also.

Student evaluation of instructors has a long history. During the Middle Ages, students set up their own committees to report on professors who failed to cover required segments of learning in the specified time. Defaulting professors were fined. Student evaluation at the college level took a spurt during the 1920s and persists today in a number of institutions.

John A. Centra of Educational Testing Service finds much to recommend the practice of student evaluation, at least on the college level. Instructors who overrate themselves on their own self-evaluation forms tend to make modest changes in their teaching style after finding their students disagree. Centra also found that student evaluations of teachers "are typically skewed in a positive direction." According to Centra: "Where student ratings have been incorporated into faculty evaluation procedures, therefore, the impact on students is likely to be quite positive; at least each of them can feel that he or she is helping the institution make important educational decisions."

Centra characterizes student evaluations as "no less trustworthy than other methods now available to assess teaching performance, and when combined with other methods, they probably contribute to a fair judgment."

He concluded, "Well-designed student ratings programs can do more to benefit than to harm the academic community."

Teachers below the college level seem to be split as to whether they want to be evaluated by their

students, according to a 1971 teacher opinion poll conducted by the NEA Research Division. About 38% tended to favor student evaluation, whereas 31.9% tended to oppose it – and a good many teachers did not have very strong feelings either way. A breakdown of the responses between elementary and secondary teachers revealed, perhaps surprisingly to some, that there was no significant difference between the attitudes of the two groups.

A 1970 *Nation's Schools* poll showed administrators slightly more opposed (42.5%) than favoring (40.5%) student evaluation of teachers, with 17% not certain.

One district responding to the *Education U.S.A.* survey reported that “the greatest furor” (regarding establishing an evaluation system) “was caused by a suggestion that the students be involved in the rating of the teachers.”

Why Should Students Evaluate?

Why should students evaluate teachers, other than to make the kids feel good? Some answers to this question are contained in a report on *Teacher Evaluation To Improve Learning* by the Ohio Commission on Public School Personnel Policies (March 1972):

Research indicates that informational feedback from students is an effective means of influencing teacher behavior and, in fact, student feedback can sometimes be more effective in changing teacher behavior than supervisory feedback.

An advantage of student evaluation, according to the Ohio report, is that it is “available to teachers whenever they desire to employ it. Thus, evaluation can be an ongoing process and does not have to be dependent upon the assistance of a principal or supervisor.”

Among the districts which reported to *Education U.S.A.* regarding student evaluation approaches, **Oak Park, Mich.**, made interesting use of “teacher image questionnaire.” School officials in

Oak Park outline the strategy for this questionnaire as follows:

During the semester or year in which a given course is taught, middle school and high school teachers are to distribute the Teacher Image Questionnaire to students. The use of such a questionnaire is to provide the teacher with some greater understanding of his own strengths and weaknesses in his work. The teacher should describe this objective to his students and request them to react to the questionnaire anonymously. After collecting the questionnaire, the teacher shall arrange to share a summary of the information received with the evaluator. The shared information is intended for discussion purposes only and shall remain the property of the individual teacher. Since the process is intended to promote professional growth, the information need not become a part of an official file or record. . . .

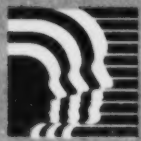
Student Opinion Polls

Student opinion polls are not teacher evaluation in the narrow sense. Nevertheless, such polls can provide many suggestions to teachers wishing to improve performance.

The **Minneapolis Public Schools, Special School District No. 1**, has been measuring student attitudes toward schools using a student opinion questionnaire of 93 items, which was given to more than 22,000 students in grades 7-12 in May 1972. Results have been reported by grade, individual school, achievement in school, racial/ethnic background, and sex.

The district is refining its questionnaire and sifting through the wealth of information already obtained. One finding read as follows: “About three-fourths of the students said they liked most of their teachers, they could get help from most teachers and they were encouraged to think for themselves.”

Here are samples of two of the many types of rating forms used by districts in which students evaluate teachers.



EVALUATING TEACHERS FOR PROFESSIONAL GROWTH

CURRENT TRENDS in School Policies & Programs

SAMPLE STUDENT CHECKLIST

Mark "yes" or "no" before each statement.

Is interested in the student as a person.

Encourages students.

Has a good sense of humor.

Doesn't talk about students behind their backs to other students.

Is friendly and understanding.

Knows subject and sticks to subject in class.

Has a good reason for giving punishment to students.

Explains the subject and tries to help the students.

Is patient with the student.

Has any irritating personal habits.

Comment

Is clean and neat in appearance and is clean minded.

Is liberal — not picky at every little thing.

Gives proper kind of punishment and punishes all students the same for the same wrong.

Treats all students and all classes alike — has no pets.

Uses modern teaching methods and makes the subject interesting.

Treats students like their ages.

Speaks clearly and writes clearly so all student can see what has been written.

Gives reasonable amount of homework.

Rolling Hills Local School District,
Byesville, Ohio

STUDENT'S RATING OF A TEACHER

An honest rating of teachers by students can be very helpful to teachers in improving their teaching. You are being asked to give your opinion because your teachers are interested in this improvement.

Please rate your teacher as fairly as you can. Your teacher may make changes because of your opinions. Don't put your name on this rating sheet or in any way identify it with yourself. Your teacher is the only person who will see the rating unless he/she voluntarily chooses to share it with someone.

Circle the rating that represents your best opinion of the teacher's work in each category.

	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion
1. The grading system was clear.	1	2	3	4	5
2. The instruction was intellectually stimulating.	1	2	3	4	5
3. Exams and/or papers covered important aspects of the course material.	1	2	3	4	5
4. The teacher was sensitive to the student's level of understanding.	1	2	3	4	5
5. I would recommend this course to a friend with similar interests.	1	2	3	4	5
6. The teacher had a thorough knowledge of the subject matter.	1	2	3	4	5
7. The work load in the course was too heavy.	1	2	3	5	3
8. The teacher sought and responded to student opinion.	1	2	3	4	5
9. The classes were to the point and time was well spent.	1	2	3	4	5
10. The teacher's policy toward discussing questions was agreeable.	1	2	3	4	5
11. The teacher showed enthusiasm for the course.	1	2	3	4	5
12. The lectures or discussions should have concerned themselves more with the readings.	1	2	3	4	5
13. The teacher had sufficient evidence in terms of class participation, tests and written work, of a student's performance.	1	2	3	4	5
14. The lectures were presented in a clear and organized manner.	1	2	3	4	5
15. The books were good choices for the course.	1	2	3	4	5
16. The test questions covered the primary facts and concepts presented.	1	2	3	4	5
17. Taking this course has increased my knowledge of the course's subject area.	1	2	3	4	5
18. The teacher made good use of examples and illustrations and/or A-V materials.	1	2	3	4	5
19. Fellow students contributed to the value of this course.	1	2	3	4	5
20. The student found the teacher available after/outside of class for individual attention.	1	2	3	4	5
21. The student was presented with new or innovative ways of learning.	1	2	3	4	5
22. The teacher's objectives for the course have been made clear.	1	2	3	4	5
23. The teacher used class time well.	1	2	3	4	5
24. The teacher seemed to know when students didn't understand material.	1	2	3	4	5
25. The course description accurately describes the contents and method of the course.	1	2	3	4	5
26. I have been challenged by this course.	1	2	3	4	5
27. The teacher informed students how they would be evaluated in the course.	1	2	3	4	5
28. The teacher was generally well-prepared for class.	1	2	3	4	5
29. Students were encouraged to think for themselves.	1	2	3	4	5
30. The instructor made helpful comments on papers or tests.	1	2	3	4	5
31. Compared to other teachers you have had, how effective has this teacher been?					
a. one of the most effective.					
c. not as effective as most.					
b. more effective than most.					
d. one of the least effective.					
32. I would have preferred changes in: (state reasons for changes indicated below).					
a. the amount and/or type of homework.					
b. the materials read.					
c. the method of instruction (discussion, lecture).					
d. the expectations of the teacher.					
e. my own scholarship; participation, time spent on the course.					

The check list which you have just completed allows you to express your opinion, but affords no opportunity to make comments or suggestions. In this portion you are encouraged to make suggestions which you think will aid the instructor in his/her attempt to improve this course. When finished please return the questionnaire to your instructor. Thank you.

1. How could this course be improved?

2. Which parts of the course did you enjoy most?

3. What part of the course will be most valuable to you?

4. If there were labs, did you learn from them?

5. How could the instructor best improve his/her teaching?

6. Why did you take the course?

7. Any other comments you wish to make:

— Niles Township High Schools, Skokie, Ill.

Chapter 4



Three Case Histories

IN OHIO—RAINCHECK AND RAPPORT

The report forms are open-ended, the operative word is rapport, and teachers have a "raincheck" option. These are among features that make the evaluation process at **Fairview (Ohio) High School** something out of the ordinary.

No formalized checklists are used and the evaluation is in narrative form. Numbers, letters or symbols have no place in the evaluation procedure in this district. All first-, second- and third-year teachers are evaluated and the standard devices of observation and conference are used. But there are these differences:

- ✓ At his first personal conference the teacher suggests how many visits he feels will be needed for him to project an accurate picture of his teaching ability. A minimum of two is required.
- ✓ Every teacher has the right to exercise a "raincheck" option. He can ask the evaluator to come another day without giving any reason. This option is available to first-year teachers, who schedule observations when they want them; and to second- and third-year teachers, who receive unannounced visits.

H. Hays Elliott, supervisor of secondary education who was a classroom teacher for 15 years, explains why the "raincheck" option is used: "We feel that there are just some days when none of us wish to be evaluated."

Evaluation Takes 70% of Time

As supervisor of secondary education, Elliott is responsible for the evaluation program at Fairview High School (grades 9-12) and at the junior high

school (grades 7-8). There is a total of 1850 students. He estimates that approximately 70% of his time is spent on evaluation. Other aspects of his work that are closely related to evaluation include orientation of new teachers and developing inservice training programs.

The Fairview evaluation system was recommended by a committee of classroom teachers. In the four elementary schools the principals are responsible for carrying out the evaluation procedures. The evaluation results are considered when deciding to renew a nontenured teacher's contract or to place a teacher on tenure. Once on tenure, teachers are visited and observed at least once a year either by the supervisor or the principal.

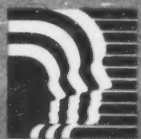
Elliott says that he generally visits first-year teachers three times before Christmas, then prepares an interim report. He visits them twice again before March 10 and then makes his final report, which is a complete summary of his observations and conferences.

He visits second-year teachers twice before Christmas and twice again before March 10. He also prepares interim and final reports for teachers in this category. He visits third-year teachers once or twice, depending on the circumstances, before Christmas, and once before March 10. He writes a final report, but no interim report for third-year teachers.

Elliott holds a personal conference, lasting from 10 to 60 minutes, as soon as possible after each classroom visitation. At this time, all the activities of the teacher and his students are reviewed.

Eight Basic Questions

"I ask eight basic questions" Elliott says, "before analyzing the teaching lesson: Type of class (average, below average, above average)? Was today's class typical? Any problems? Objective



EVALUATING TEACHERS FOR PROFESSIONAL GROWTH

CURRENT TRENDS in School Policies & Programs

Areas for Evaluation

The Fairview (Ohio) Junior/High School "Classroom Teaching Observation Report" carries 11 areas of responsibility for which all teachers are held accountable and in the light of which they are evaluated. The 11 areas are listed below.

The teacher is directly responsible to the principal of the building to which he is assigned by the superintendent. His duties include:

1. Teaching assigned classes using adopted textbooks, approved supplementary texts and materials, and following the prescribed courses of study.
2. Giving every reasonable assistance to pupils in need of individual help, including helping pupils make up work missed due to approved absence.
3. Making reasonable effort to protect the student from physical conditions harmful to learning or to health, comfort and safety in the classrooms, corridors, playgrounds and other school areas.
4. Initiating parent-teacher conferences concerning problems of individual pupils whenever necessary.
5. Making reasonable efforts to promote the orderly behavior of all pupils in the school, on school grounds, or away from the building on school activities to which the teacher has been assigned.
6. Keeping records and making reports as required by the principal, superintendent, board of education and state department of education.
7. Attending faculty meetings called by the principal, supervisors, assistant superintendents, or superintendent within the limits of the school day as defined in this job description, unless excused in advance.
8. Making a reasonable effort to care for and protect school property, equipment and materials.
9. Contributing to curriculum building and program improvement in content, methods and materials.
10. Acting in accord with the Code of Ethics of the Ohio and National Education Assns.
11. Following the model of regular duties for elementary and secondary personnel described in the Administrative Handbook of the Fairview Park Schools.

today? Did you reach your objective and how do you know? How many students were involved orally? (We strive for 100%.) What do you think you did best today? What did you do that you think you could have done better?"

Elliott then asks about matters that were not clear to him, takes note of students' reactions and decorum, and discusses the variety of approaches used and the content in relation to the class's interest and involvement.

Teachers are encouraged to talk less than 50% of the time in the classroom, Elliott says, and to limit lectures to less than 15 minutes if possible. For this reason, the teacher's use of visuals or students doing lab work are always mentioned favorably.

The Most Important Part

Elliott rates the personal conference as the most important part of the evaluation process: "This is the time when help can be given, suggestions made, and problems ironed out," he says. He identifies two characteristics of an evaluation conference as "confidentiality" and "rapport."

"The confidentiality and the rapport that the supervisor has with the teachers makes our program work effectively," Elliott believes. "Teachers consider the supervisor a 'teacher' and a person who will help them before he 'evaluates' them. Trying to get a teacher to succeed comes first, evaluation comes second."

Elliott employs three methods to help teachers who have problems or deficiencies: the personal conference, demonstration teaching, and short-range in-service training activities keyed to specific problems.

All first-year teachers are welcomed to his office at any time, he stresses. "If I am busy on some other matter, all a teacher has to do is walk by my door twice. I drop what else I am doing and call the teacher in." Everything that transpires between him and the teacher in personal conferences remains confidential.

Asked if a teacher might not create an unfavorable impression by using the raincheck option to postpone a classroom visit, Elliott says he would be less than honest or human if he did not admit he sometimes wonders what the reason is when a teacher does take a raincheck. But it has no bearing on his subsequent observations and evaluations. The raincheck is not often used, he says. Blue Mondays or the days after vacations are when the option is most likely to be exercised.

Teachers prepare performance targets against which they measure themselves at least four times a year. The supervisor also checks these goals on his visits, especially the personal goal the teacher has set. All Fairview teachers have three *overall* goals that are the same for all, and one personal goal that each sets for himself in anecdotal form. An overall goal might read like this: "Work at putting the *student first*." A sample of a personal goal that a Fairview teacher of world history set is: "To increase my ability to ask questions that help students develop critical thinking."

This is the teacher's goal for that class for the year. The goals are written on a performance target sheet that also has space for the teacher to write his periodic self-assessment. The teacher fills the form at the appropriate time and returns it in two days to the supervisor, who retains it for his files.

Fairview avoids checklists and rating scales as much as possible. Goals are described in a general style, and the evaluator records his comments and suggestions in the same way. This principle is applied, for example, in executing the "Classroom Teaching Observation Report." This report lists four areas to observe, but separate answers to each are not called for — generalized impressions and reactions do the job. But the topics to which the evaluator is to react are clearly set down. They are:

1. **Objectives of the lesson:** What is the teacher trying to accomplish?
2. **Methodology:** What is the teacher doing to accomplish the objectives, and what materials or aids, if any, are being used?
3. **Pupil participation:** In what specific ways are pupils involved?
4. **Results:** What indications are there that results are being achieved? (This may not be answerable in a single observation or in some circumstances.)

What Elliott looks for during an observation period are such things as student involvement, teacher direction, clear explanation, variety of approach and content (change of these three or four times during the 55-minute period is suggested) and decorum.

"Teacher judgment as to the noise level or the extent to which students are working together," Elliott says, "is considered in the light of whether learning is taking place or not, and whether these practices are interfering with others in the class."

The observer does not require to see lesson plans, but many teachers present this material, Elliott says. Whether they do or not, such material is examined during the personal conferences.

A sample of a "Classroom Teaching Observation Report" filled in by Elliott for the world history teacher in a class of 11 boys and 11 girls might read like the reproduction on page 31.

Following standard practice, the observer and the teacher both sign the form, with the teacher's signature indicating merely that he has read the report and *not* that he necessarily agrees with it. If a teacher disagrees, he can appeal through channels to the superintendent.

If a teacher disagrees with the observations and comments, Elliott's procedure is to encourage the teacher to meet with him to discuss the differences of opinion. "Often it is just a matter of a word that is inaccurate or too strong. In most cases I change the word." Sometimes there is a basic disagreement. If the teacher and he cannot agree after a conference, Elliott signs the report. The teacher is allowed to take it, add his comments and forward

it through channels for action. "I do not ask to see what comments the teachers adds," Elliott says. "We have had our conferences, I have made my comments and suggestions and the teacher has made his reply. There is no need to argue.

Summing up Fairview's approach, Elliott says, "I guess ours is an 'improvement program' becoming an evaluative program about the middle of the second year of teaching. I do believe that the first year of teaching is a 'real experience' for most, and that this is the time that most teachers need the help.

"It does work in our school. Some of our best teachers are 1-2-3 year teachers," he says.

IN CONNECTICUT— BREAKING DOWN BARRIERS

"The breaking down of barriers that have always existed between teacher and administrator — that is one of the big pluses for this type of evaluation. No longer is the teacher afraid when the administrator comes into the classroom."

CLASSROOM OBSERVATION EVALUATION FORM

OBSERVATION SUMMARY:

Mr. (teacher's name) asked some general, personal questions concerning the weekend and class responded favorably. He explained the objective of analyzing Charlemagne's political system, going into the type of questions one might ask to find out the nature of a political system. The words *concept, institution, etc.*, were defined; class divided into five groups on topics of leadership, decision making, institutions, citizenship, and ideology. After 15 minutes, during which time Mr. _____ roamed and helped, class reassembled to an inverted U and Mr. _____ called for answers to the five areas. A new student came in at 12:45 and Mr. _____ promptly put her in a small group. He had passed out an inquiry question sheet to be used in asking questions concerning all political systems. Mr. _____ put topics on the board and wrote findings of each of the first four groups; time ran out before ideology could be discussed.

Mr. _____ reports this World History group as above average, fairly typical today, and no problems. The objective of using analytical skills in evaluating was progressing. There was 100% oral recitation today. Mr. _____ felt he did a good job today on using the right questions (this is his personal goal).

Personal conference held same day as visitation, 2:43-3:28.

COMMENTS AND/OR SUGGESTIONS:

Mr. _____ believes the warmup each day helps establish rapport. It appeared to work today. He reports that this is his best class. Boys and girls were segregated, this is by personal choice. The groups were also predominantly male/female also. The supervisor suggested that group-makeup be changed later to get a better mix. One group was not working very hard with their topic and the recitation bore this out. The other groups appeared productive and meaningful. Mr. _____ and supervisor discussed several things: idea of concept, less teacher talk, etc. It was a good class today.

From Fairview (Ohio) High School

The speaker is Donald M. Bonyai, assistant superintendent for personnel in the Hamden (Conn.) Public Schools, and he is talking enthusiastically about that district's new teacher evaluation program.

Hamden abandoned what Bonyai disparagingly calls the "laundry checklist type" of evaluation prior to the 1972-73 school year, when it began an approach that stresses teacher input, mutual goal setting and self-evaluation, and that is designed "strictly for the improvement of instruction."

The old type of evaluation was designed without teacher involvement and it was resented and feared. The new evaluation process has been accepted by the entire staff, both teachers and administrators, Bonyai says.

Strictly for Improvement

In common with many new teacher evaluation programs, the Hamden one is aimed strictly at improvement of instruction. It is not tied to attempts to identify teachers for the purpose of contract renewal or termination.

If it came to a case of a teacher being considered for termination, everyone knows that the evaluation document would be part of the material or evidence gathered, Bonyai says. "But it is not for that purpose and, anyway, no one thing could be used to terminate a teacher's contract." To justify termination, he explains, a case must be built that not only shows sufficient reasons for dismissal, but also shows that the teacher has been kept informed all along as to his status and, further, shows that the administration has done everything possible to help the teacher. "It is a matter of documentation — building a case," Bonyai stresses.

Certain Assumptions

Hamden's teacher evaluation is based on certain assumptions, Bonyai says. They are:

- that teacher self-evaluation is a positive vehicle for the improvement of instruction
- that teacher evaluation can be more objectively measured if based on mutually established performance criteria
- that a competent teacher works cooperatively with administrators, resource personnel and

other teachers to attain a top level of performance

- that teachers are encouraged and assisted by the evaluator, who offers specific suggestions pertaining to the nature and degree of their performance.

Before implementing the new plans, Hamden held workshops for training principals. Principals and teacher members of the committee that developed the procedures then met with the teaching staffs. Bonyai credits this type of orientation with the positive acceptance that the new evaluation program received.

Rationale

The rationale behind Hamden's teacher evaluation is cogent and briefly stated.

First, it stresses interaction between teacher and administrator: "Professional evaluation is a program of development, supervision, and support aimed at growth. Teachers and evaluators interact in a continuing effort directed toward the improvement of educational programs for students."

Second, it recognizes the value of planning for desirable change: "Professional evaluation is a way of thinking about interrelationships. It is a system of continuous planning and implementation of desired changes in the teaching-learning process . . . teachers and evaluators jointly identify and agree upon the goals for the teacher and define the roles and responsibilities of each in the plans of action developed for the attainment of goals. The evaluator and the teacher suggest approaches and assess the contributions of each in efforts to reach stated objectives. They also jointly determine whether the objectives have been reached."

Three Conferences

Hamden's teacher evaluation forms reflect the program's flexibility. There are three, one for each of the three conferences around which the evaluation system is built. The first form, "Initial Teacher Conference Report," provides spaces for statements of "goals," "suggested approaches," and "indicators of goal achievement." The forms *do not* list any preconceived goals at all. Except for the headings, the evaluation forms are blank so the teacher can state his objectives in his own words.

The second form is used to record the results of the second conference and the third is designed for the final or summary conference report. Teacher, principal and personnel office each receive one copy of the completed forms.

All teachers have at least two conferences before the end of February. The purpose of the first conference is to set goals and approaches to achieve the goals, as well as to identify what will indicate that the goals are achieved. At the second conference, progress toward the stated goals is evaluated. Additional goals may be set at this time and original goals, approaches and indicators amended.

At a final conference before the close of the school year, teacher and evaluator develop a summary statement of progress toward goal achievement. At this time goals may also be developed for the next year.

If a teacher and his evaluator disagree on goals, approaches, indicators of achievement or judgments made, both submit a written report, signed and dated, to an administrator next highest in authority. This administrator will then attempt to bring about an agreement.

The conferences are supplemented by classroom

visitations. There is no prescribed number for these visitations, Bonyai says; it varies from teacher to teacher. As many as necessary may be conducted, and in practice a minimum of two visitations are held before the second conference and two more before the final conference, Bonyai says.

At the elementary school level the evaluators are the principals. At the secondary level the evaluators are the principals, assistant principals or directors. The close, cooperative work these people must share with the teachers they evaluate is beginning to break down barriers between teachers and administrators.

Teachers were involved in designing the new evaluation method and they are involved in a constant review of its operation. In a letter to the professional staff when the program was started, Bonyai said: "It should be understood by all in the school system that the intent is to make this a living and vital instrument; therefore, we encourage and recommend constant review and staff participation in its improvement."

At the end of its first year of operation the questionnaire shown below was sent to all elementary teachers.

HAMDEN TEACHERS EVALUATE EVALUATION

The committee responsible for designing the present teacher evaluation process recommended constant are asking each instrument and staff participation in its improvement.

In order to ascertain the degree to which this process is achieving the purposes for which it was designed, we review of this teacher to complete the questionnaire below.

The teacher evaluation process is helping me to:	not at all	some- what	signifi- cantly	does not apply
1. Improve the instructional program	☐	☐	☐	☐
2. Gain a better understanding of the scope of my duties and responsibilities	☐	☐	☐	☐
3. Establish my long and short goals	☐	☐	☐	☐
4. Relate my goals to day-to-day performance	☐	☐	☐	☐
5. Assess my performance periodically in terms of expectations	☐	☐	☐	☐
6. Identify early and plan for the kinds of assistance I most need	☐	☐	☐	☐
7. Engage in self-evaluation as an on-going process	☐	☐	☐	☐

Were you satisfied with the implementation of the evaluation tool? Yes ☐ No ☐

Suggestions for the improvement of the evaluation will be appreciated.

classroom teacher	special subject area
Please check: ☐	☐
Number of years experience	☐
Number of years experience in Hamden	☐

(The evaluation procedure was started at the elementary level and extended to include the secondary level in the 1973-74 school year. Hamden, a suburb of New Haven, has approximately 9,800 pupils in prekindergarten through grade 12, with 650 teachers. Fifty percent of its teaching staff has 12 or more years of experience.)

Problems of Time

In discussing Hamden's teacher evaluation process, Bonyai refers to a problem that is causing increasing concern: the great demand it makes on an administrator's time. Operating a worthwhile teacher evaluation program is time consuming, Bonyai says, and "in the final analysis, school districts may need to hire more clerical personnel, or create such positions as administrative interns."

Bonyai feels that an intern could take over some of the paper work and other routine duties that now eat into the time of the administrator. "It doesn't make much sense to pay an administrator \$20,000 or so a year and then have him doing what is essentially clerical work," Bonyai says.

The Cost of a Program

The need to give administrators more time to spend on teacher evaluation raises the question of what a good teacher evaluation program costs. In Hamden, Bonyai says, the only out-of-pocket cost to the district to date has been for the reproduction of material used in the process. (He did not say so, but this accounting obviously assumes that administrators, like him, and teachers on the committees somehow absorb the additional work required to set up and run an evaluation program into their regular work day — or night.)

Bonyai, like other administrators, does feel that there is "no question but that eventually evaluation programs will incur additional costs and require additional personnel." This, he and others feel, is inevitable if evaluation programs are to be continued in a positive direction.

IN CALIFORNIA— MEETING STATE LAW REQUIREMENTS

When a state law mandating teacher evaluation is passed, a local district's task can be formidable. The Stull Act adopted by the California state

legislature in 1971 is probably one of the most extensive of such laws. The Stull Act requires districts in California to evaluate all certificated employees at least every other year in terms of student achievement.

The law stipulates that districts must adopt written, uniform guidelines that provide:

- Standards of expected student progress.
- Evaluation of professional competence in relation to these standards.
- Evaluation of related duties normally required.
- Evaluation of the learning environment. (i.e. is discipline maintained?)

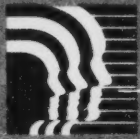
Teachers must be involved in the preparation of the guidelines. The evaluation procedure must include follow-up counseling as needed, and allow employees the right to rebut. The written evaluation guidelines must be published. Here is how one district met the challenge in California.

Grossmont Union High School District in La Mesa has a student population of about 28,000 in grades 9 to 12 in 12 schools. In December 1971 Grossmont formed a 30-member Stull Act Implementation Districtwide Committee to develop a plan for meeting the requirements of the Stull Act in the 1972-73 school year. The committee, after months of work, prepared a 70-page plan entitled "Certificated Employee Evaluation Process" that was a combination worksheet, resource tool, inspirational spur, progress report, and schedule of deadlines to meet. It informed the staff of the basic implications of the Stull Act and involved them in its implementation.

In a preface, Austin R. Sellery, superintendent, described the plan as the district's "first effort to meet the requirements of the new law on evaluation . . . a sound and practical step forward in what I perceive to be a long journey from evaluation based primarily upon the act of teaching to evaluation based primarily upon that which has been learned. Philosophically, I see the change of direction as supported by the education profession. Practically, it is demanded by the public."

The Grossmont plan includes such items as:

1. An analysis of the Stull Act



EVALUATING TEACHERS FOR PROFESSIONAL GROWTH

CURRENT TRENDS in School Policies & Programs

A Philosophical Base for Evaluation

In preparing to meet the requirements of California's Stull Act mandating teacher evaluation based on student performance, the Grossmont Union High School District, La Mesa, Calif., used, as a philosophical basis, questions prepared by Prof. Harold J. McNally of the U. of Wisconsin. Here is the essence of the questions McNally proposed.

- Is the evaluation program cooperative? Do administrators and supervisory personnel work both with individual teachers and with groups of teachers?
- Is the evaluation focused on the situation and not the teachers alone? In other words, are we putting only the teacher under the magnifying glass or are we studying a variety of factors (instructional materials, curriculum, classroom climate etc.) which influence or determine the quality of the children's learning experiences?
- Is the evaluation diagnostic rather than judgmental? Do we concentrate on finding out what elements of the situation are causing problems, restricting progress, encouraging or inhibiting experimentation and creativity, contributing to effectiveness, and why? Or do we content ourselves with making a judgment and letting it go at that?
- Does the process employed help the teacher and the principal, or supervisor, maintain personal and professional self-respect, as well as respect for each other? Too often the process has demeaned and humiliated the teacher.
- Does the process foster self-evaluation on the part of all involved? If we study all of the elements of the situation, that must include ourselves. Unless we evaluate ourselves and the manner in which we influence the situation, good or ill, we will not achieve self-improvement.
- Does the nature of the evaluation encourage experimentation creativity, variation? A program that evaluates the teachers on the degree to which they conform to someone else's conception of good teaching is will not be likely to encourage teachers to try new approaches.
- Does the evaluation program result in higher quality and greater variety of opportunities for learning experiences for children in the classroom? This is the payoff.

2. A statement from the superintendent outlining the district's approach to the new law and its hopes
3. Seven questions on evaluation posed by Prof. Harold J. McNally, chairman of the Dept. of Education Administration and Supervision, U. of Wisconsin, that served as the philosophic base in designing the evaluation framework
4. Sample job descriptions for all professional personnel
5. Tentative procedures for implementing a model of teacher evaluation, with sample forms
6. Guide sheet for writing course outlines
7. Plans for in-service training

Bound in a loose-leaf notebook, the plan was made available to all certified employees to help them do their part in meeting the requirements of the new law.

Supt. Sellery noted that "there is a wide difference of opinion as to whether the Stull Bill is going to be good for education. Those opposed to it see its many possible misuses and limitations; those supportive of it see its potential for improved education. The critic has merit in his caution, and the supporter has a basis for optimism. I would counsel that we hold the belief that we are capable of the high expectations of the Stull Bill, but that we not disabuse ourselves of the many pitfalls along the way and the hard work that lies ahead."

The superintendent stressed the practical approach to its implementation: "We will not ask of ourselves to achieve those things for which we, as yet, have neither the skills nor the tools. On the other hand, we will not make excuses for not trying or for not achieving progress."

He said the Stull Act will work for the district in the following ways:

- Procedures to implement the act will only be used if they strengthen the teacher's role.
- Goals will be developed by subordinates and these goals will be the basis of mutual evaluation.
- The act requires that success of the teacher be based on the success of the learner, and this

principle will apply all the way up the supervisory ladder so that the success of the principal will be based on success of the teacher and success of the superintendent on success of the principal.

Activities during the summer of 1972 attest to the scope of the Stull Act committee's work. It developed guide sheets to help staff prepare course outlines that included specific goals, behavioral objectives and evaluative procedures; prepared guide questions for teachers and department chairmen to use during department meetings; designed survey charts to help teachers gear courses to achieve their goals; designed feedback questionnaires; and developed guidelines for in-service programs.

The Stull Act committee prepared a schedule of activities and targets for the 1972-73 school year that involved everyone in developing an evaluation system "based primarily upon that which has been learned." Beginning in August, staff was asked to prepare job descriptions. In-service training was given from September through December to help staff prepare job descriptions and course outlines. In February teachers met with department chairmen to establish course evaluative procedures.

At the close of the 1972-73 school year, Sellery was able to report substantial progress in the development of a new evaluation process. It was possible to implement the new process in the 1973-74 school year. Describing the new evaluation, Sellery said, "This represents a dramatic change from the traditional process of administrator observation and reaction which was widely recognized in most professional circles as inadequate to the complex task of evaluating professional educators in their varied assignments."

It is worth noting that Sellery and the Stull Act committee repeatedly sought feedback from the staff as they worked to comply with the particulars of the new law.

The evaluation philosophy and procedure of Grossmont Union High School District stresses that:

"The purpose of evaluation is to improve the performance of all persons involved in the teacher/learning process. Learning as defined in the Grossmont Union High School District is *change in behavior*. Since learning is change in behavior, teaching is the process whereby learning is effected. It is the purpose of this policy to assist certificated personnel in continually assess-

ing and improving their performance in respect to their ability to positively affect, directly or indirectly, student behavior. . . ."

The evaluation procedures allow individuals to select one of several methods of evaluation since each certificated classification has minor variations that show on each certificated classification form. Permanent certificated staff employees are notified by September of the year in which it is their turn to be evaluated (every other year under the law). The employee notifies the administration of his choice of evaluator(s) by October. Together they determine the date for first conference to be held in October.

The employee submits goals and objectives and other pertinent material two weeks prior to this conference. After the conference session, decisions are implemented. At a second conference, at least 60 days prior to close of school, the results of the implementation process are reviewed and, if needed, suggestions for improvement discussed. Signed final reports are given to the employee.

Probationary certificated employees are notified by September 20 who the evaluator(s) will be. The procedure is generally the same thereafter except a first evaluation report is due Nov. 15 and a second report before March 5. Notification of retention or dismissal is sent by March 15.

In less than two years the Grossmont district took major steps toward meeting the challenge of a new and demanding law including:

- Involvement of all educational personnel
- Stating philosophical basis of district's plan
- Preparing detailed course outlines and job descriptions
- Making careful schedules for meeting goals
- Setting procedures for evaluation
- Laying groundwork for next developments.

Chapter 5



Eight Variations on the Evaluation Theme

HOW EVALUATORS HELP TEACHERS SET INSTRUCTIONAL AND PROFESSIONAL GOALS

Beaverton (Ore.) School District No. 48 has a teacher evaluation process that calls for orientation, observation, assessment and self-appraisal *before* a teacher establishes target goals for the year. Hence, target goals are developed on the basis of a definite need.

Orientation takes place just as the school year opens. Among other things, teachers are informed of what is expected of them in terms of the minimal standards of competent performance set by the district. The standards are divided into two sections: instructional development and professional growth. The sections are further divided into areas. For example, included under Section 1 — Instructional Development are the areas of diagnosing, prescribing, facilitating, and evaluating student performance.

For each area one or more standards are established. In the area of student performance evaluation there are three standards. The second one reads:

The competent teacher interprets the results of student performance assessment by identifying the reasons why students have or have not met the performance objectives.

The next step in the Beaverton process is observation. Before the end of November the principal or supervisor makes at least one planned observation of each teacher, consisting of:

- A preobservation conference, during which the teacher relates his objectives for the lesson to be observed
- An observation period of not less than one hour or two observations 30 minutes long

- A postobservation conference during which the teacher and evaluator analyze the data gathered.

During this period the observer also makes drop-in visits, 10 to 20 minutes long, for each class or subject not covered by a planned visit. On the basis of these visits, the evaluator fills out a "Basic Assessment Form" that lists seven teacher skills related to the minimum standards. For example:

1. The teacher identifies the needs of each student. Based on the data gathered at this time the teacher's level of application of this skill is:

High ☐ Moderate ☐ Low ☐

If the application of the skill is identified as moderate or low, give your suggestions for the increased effectiveness of this skill.

Simultaneously the teacher completes a "Self-Appraisal" form, which also lists the seven teacher skills related to the minimum standards. For example:

1. I have identified the needs and level of performance for each of my students:
yes ☐ no ☐

My interest in increasing effectiveness in this area is:

High ☐ Moderate ☐ Low ☐

Complete if interest is high: I would like to increase my effectiveness in this area by:

Beginning in December and scheduled to be completed before mid-January, goal setting conferences are held with teachers. At these conferences evaluator and teacher review the basic assessment and self-appraisal forms. They agree on at least one but not more than three target goals, each one described on a separate "Target Sheet." A statement from the self-appraisal form or the basic assessment form indicating desired area of improvement is written first on the target sheet. For example, "Ms. X would like to develop materials to aid students who have been diagnosed as needing help with the use of the dictionary."

A statement of performance objective follows:

Students will be able to:

1. Alphabetize a list of words.
2. Use guide words to locate entry words in the dictionary.
3. Construct a simple dictionary.

Next the teacher and evaluator agree on a statement of means by which the objective will be achieved and a date for its completion. Such a statement might read: "Ms. X will develop a learning package that contains exercises on the alphabetizing of words and the use of guide words."

In the next step, a statement is written detailing what evidence will be acceptable for determining successful attainment of the objective:

Students will:

1. Alphabetize a list of 15 words with 85% accuracy by first, second and third letters in the word.
2. Complete a posttest containing guide words with 80% accuracy.
3. Construct a simple dictionary which will demonstrate that they can alphabetize and use guide words.

The target sheet is completed with a statement of the principal's assessment of the degree to which the objective was reached. Both then sign the form.

Beaverton has two evaluation plans. One, called "Evaluation by Objectives," is for teachers who have taught in the district more than one year and have been designated as performing satisfactorily. The other called "Intensive Evaluation Program," is for first-year teachers and those designated as not performing satisfactorily. The two processes are basically similar, but a major difference is that the intensive evaluation program is keyed to increased administrative input to help the teacher.

Beaverton teachers and administrators worked for four years designing and testing the materials and procedures used in their teacher evaluation program. Students, parents and consultants contributed to its design. Before being fully implemented it was tested during the 1971-72 school year in four elementary schools and in selected departments at the secondary level.

Supt. Boyd Applegarth has characterized the program as one that provides "for common district-wide standards of instruction, yet encourages diversity of teaching styles and materials needed to meet the needs of our students."

VIDEOTAPE: AN INSTRUMENT FOR TEACHER SELF-APPRAISAL

School officials of **Highland Park High School** in Dallas, Tex., supplement their classroom visits with a strong dose of self-appraisal by use of videotape.

Quite a number of districts are using videotapes today in some phase of their evaluation process. Highland Park formalizes the use of this medium to a considerable degree. Forms designed for the teacher to use for self-appraisal are correlated with the personnel evaluation form that the assistant principal or other administrator performing the evaluation uses.

This correlation allows for a comparison of the teacher's own appraisal of his work with that of the observer's, for the purpose of mutually identifying strengths and weaknesses.

"In self-appraisal as we use it," principal E. A. Sigler Jr. explains, "a teacher schedules a class for videotaping. Following the taping, the teacher views the tape privately and uses an evaluation instrument prepared locally as a guide for making the analysis."

The teacher summarizes his analysis on another form that is forwarded to the principal, Sigler says, and is ultimately filed in the teacher's personnel file. He says the reports he has received from the teachers have been very objective.

The self-appraisal form that the teacher uses when viewing the videotape requires him to list objectives and activities designed for the class and suggests several things to look for in his performance. The methods for achieving objectives are listed and defined, such as: lecture, demonstration, inquiry, dialogue. The teacher is asked to identify those he employed.

The teacher is also asked to note the expressions, either verbal or nonverbal, that he used, and to keep a tally of several kinds that are listed. Some verbal expressions may reflect "supportive statements," "impatience," "unresponsiveness." Nonverbal expressions include "smile," "gesture of approval," "gesture of disapproval," "observable anger."

"Although we still use classroom visitation as a primary means of evaluating staff," Sigler says, "the new dimension of self-appraisal provides a more constructive and positive means of evaluation. The teachers have responded especially well to the self-appraisal program."

OBSERVATION COMES FIRST; CONFERENCE ON GOALS FOLLOWS

Clark County (Nev.) School District appears to be bucking a trend toward preobservation conferences between the teacher and evaluator. Here, the principal makes a point of observing the teacher while he is still uninformed as to what the teacher's objectives are.

The principal records what he sees in the classroom as objectively as possible. He does not try to guess what the teacher is attempting to do, which he might be inclined to do if he were aware of the teacher's objectives.

After the principal has completed his observation, he gives the teacher copies of the forms on which he made his notes, and a copy of a second form that will be used in a postobservation conference.

The teacher is asked to check the principal's recorded observations to see if he agrees that the principal has accurately described what was going on in the classroom during the time of observation.

The teacher then fills out the bottom half of the form by telling what he was attempting to accomplish during the period. On the second form the teacher, in effect, analyzes his observed behavior, writing whether he felt what he was doing was an effective way to achieve the objectives he listed. He

is also encouraged to express his feelings about the way those particular class activities proceeded.

It is not until this point that the teacher and evaluator meet for a personal conference to discuss the observed actions in light of the objectives. The principal then writes his recommendations for change or improvement, at the bottom of the second form.

RESULTS OF STUDY REVEAL INNER WORKINGS OF EVALUATION

Colorado Springs (Colo.) School District 11, after two years of experience with a teacher assessment program, conducted a survey to determine what its personnel, both teachers being evaluated and those doing the evaluation, thought about the process.

In general, teachers and supervisory staffs were "quite positive" about the assessment program, the survey discovered.

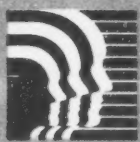
The study was conducted after Colorado Springs had discarded the checklist approach to evaluation with the principal serving as evaluator, and had adopted (in 1972-73) a plan developed by the district administration and representatives of the local teachers' association. The assessment plan is part of the district's master agreement and is subject to grievance procedures.

Under the 1972-1973 plan evaluation is performed by a team, whose makeup differs according to the status of the teacher being evaluated, but essentially consists of the principal or his representative, a teacher, and department chairman or supervisor.

The assessment procedure follows, in general, what is becoming the classic format: orientation sessions to acquaint teachers with the district and building-level goals and with the observation procedures; selection of the teacher-observers; conference between teacher and evaluation team to establish teacher's goals; observations, conferences and letter of inadequacies if necessary; completion of the teacher assessment form.

To determine teacher reaction after the first two years, district researchers asked a random sampling of approximately 200 teachers to complete a questionnaire concerning the program. All persons who served as evaluators of a teacher also filled out the questionnaire.

The questionnaire consisted of three parts. One allowed the respondent to answer, "strongly agree," "agree," "uncertain," "disagree," or



EVALUATING TEACHERS FOR PROFESSIONAL GROWTH

CURRENT TRENDS in School Policies & Programs

'Warmly Human Criteria'

The Winnetka (Ill.) Public Schools use some "warmly human" criteria in evaluating teachers, according to Supt. A. Gordon Peterkin. Clinicians may argue that these criteria contain no precise standards for objective measurement. But a teacher may feel more comfortable being evaluated by these standards than the kind that ask, "Do you stand in the doorway 85% of the time between classes?"

Planning. What experiences do you provide for the child which build in *emotional resources*? Do you try to *relate what is to be learned* to the children's present store of in-school and out-of-school understandings to help them know what it is all about? What are they learning about the culture? About themselves as members of the culture? About making use of their own powers?

If a child has more than ordinary *difficulty in learning*, in dealing with his own problems, or in relating to others, do you seek the cause? Do you call on advice and help when it is needed to *study the underlying causes* and to help you do what you can to help the child?

Do you stretch *your own professional growth* by trying "hard things" — doing more individualized teaching, using a method you have not previously done much with, using some of the newer methods involving audiovisual aids?

Coordinating. Do you encourage the *recognition and formulation* of problems to be solved in social living? In school learning? Do you invite children to help formulate the problem and decide how to attack it, what resources to use, how to divide the labor of study, and how to keep others informed?

Do you relate *individually to every child daily as a person*, as well as in school tasks?

Are you *consistent in expectations*? Can children depend on you not to change your mind in important things at the same time you are flexible enough to adapt to changing circumstances?

In *assigning homework*, do you respect the children's out-of-school time: the need to play, to rest and to enjoy and participate in family life?

Communicating. Do you recognize the *wide range of correctness in answers to questions*? Do you encourage the original, the divergent — even when the viewpoint diverges from your own? Do you *encourage questions*? Accept the unusual question as the expected? Help the child probe own mind and knowledge? Help him stretch to try to reach something just beyond, but not too much beyond, his grasp?

Do you use your smile?

"strongly disagree" to statements concerning the program. In a second section the respondent ranked pertinent items, such as difficulty in achieving objectives and help received from evaluators. Thirdly, the respondent was asked for general comments.

After analysis of the facts gathered, the researchers concluded: "Teachers felt strongly that their team had been fair in their assessment, that they had not disrupted their classes, that they gave helpful suggestions, that the follow-up conferences were valuable and that cooperation between teacher and team members had resulted in capitalizing on strengths and improving weaknesses."

The teachers said that having specific, written objectives enhanced their teaching, and that the assessment program fostered professional growth.

Teachers reported in the study that of all the areas in which they were evaluated, they had the most difficulty in achieving their objectives in parent and community relationships. The evaluators, on the other hand, felt teachers had the most difficulty with mastering teaching methods.

Both evaluators and teachers were in agreement that the time involved in the assessment process was worthwhile in terms of improving instruction, but those doing the evaluation expressed concern at "the burden of time" placed on them.

Teachers and evaluators disagreed on one aspect. The evaluators were far more likely to see teachers as having problems in their relationships with students than were the teachers. Teachers were inclined to feel they had no problems in this area.

Concern about the scheduling was voiced by teachers, and to a degree by evaluators, according to the data collected for the study. Teachers felt the visits were too close and concentrated in only one part of the year.

Finally, teachers expressed a strong opinion that letters of inadequacy should be delivered in person, a survey finding that lends support to the belief that the evaluation process should be on a person-to-person basis as much as possible.

Colorado Springs officials used the results of the survey to make adjustments in the assessment program, which was working well and was well received.

THOSE WHO 'DARE' EVALUATE MUST LEARN HOW TO DO IT

Some districts assume that when an individual is named principal or department head he has auto-

matically acquired the talent to evaluate teachers. Others, realizing the importance of evaluation, have set up training programs in evaluating processes for the responsible administrators. Such a training program is carried out at Nicolet High School, Glendale, Wis.

At Nicolet, all members of the management team take part in a two-phase program, which is directed toward the improvement of such supervisory skills as observation, interpersonal relations and behavior analysis.

The first phase consists of summer workshops — three weeks long, five days per week, three hours per day.

The theme of one summer workshop, held in 1970, was "observation and analysis of teacher behavior in classes." In the spring, prior to the workshop, videotapes were made of teachers in different classes at grade levels 9 through 12. About 65 tapes were studied extensively during the workshop. Those participating critically analyzed teacher behavior as if they were actually in the classroom observing.

They practiced recording and discussing their observations on the teaching behaviors. They also studied literature on evaluation, extensively reading books and professional journals.

The 1971 summer workshop focused on conference skills. Videotapes were used to provide an opportunity for analyses. Role-playing sessions between supervisors were videotaped and replayed so participants could study conference dynamics. A number of supervisor-teacher conferences were taped and criticized in terms of conference objectives.

The second phase of Nicolet's inservice training consisted of weekly seminars for department chairmen and the school principal.

At each session the supervisory experiences of the previous week are discussed. Special problems are examined, and ideas and experiences shared. Participants earn university credits through a co-operative arrangement with the U. of Wisconsin at Milwaukee.

EVALUATION AND IN-SERVICE— PARTNERS IN IMPROVING TEACHING

Officials of Orange County (Fla.) Public Schools believe that if the purpose of teacher evaluation is to improve instruction, a strong inservice training program must be keyed to it.

Over two summers beginning in July, 1972, a committee of six classroom teachers worked to develop Orange County's current evaluation plan. "Probably the most significant change has been in the philosophy of the evaluation process," says Robert J. Berry, director of educational development. "We are now evaluating teachers to improve instruction, not to identify poor teachers."

Berry goes on to say, "As a further commitment to the improvement of instruction, we are coordinating our inservice staff development activities with the evaluation procedures."

How Orange County ties inservice training to the teacher evaluation procedure is outlined in its *Handbook for Instructional Improvement*.

One of the points in the Orange procedures stipulates: "Teachers not meeting an acceptable level of competency in any area as shown by the final assessment instrument should be so informed by the assessor along with specific recommendations for improvement. These recommendations should be recorded on the assessment form."

However, other provisions in the Orange County plan go much farther than is common in recognizing the district's responsibility for helping teachers improve their performance. For example:

Inservice training should be made available at either the county or individual school level in the areas of need to enable the teacher to achieve an acceptable level of competency.

Teachers will be given the opportunity and option to attend these planned activities. Evidence of positive action taken should be recorded on teachers' next evaluation.

In June 1973, soon after the implementation of the new evaluation procedures for the 1972-73 school year, a writing team was formed to develop inservice workshops to improve the quality of instructional performance in ways that the year's evaluation of teachers indicated were most needed.

The team determined these needs by compiling and analyzing the "needs improvements" marked on the teacher assessment forms by the evaluators during the school year.

The workshops, designed "to give teachers practical ideas for use in the classroom," are open to all teachers with "special emphasis on those teachers who have been marked as 'needing improvement.'" Inservice credit is given to participants.

A glance at the course descriptions reveals the practical nature of the offerings.

- **Classroom Management** — This component is designed for either the new or experienced teacher who would like practical, tested ideas for effective classroom management
- **Managing Student Behavior** — This component is designed to help teachers develop the skills necessary for establishing and maintaining discipline in their classrooms.
- **Variety for Learning** — This inservice component is designed for the new or experienced teacher who would like workable ideas for using a variety of methods and materials in the classroom.

A TEACHER IS ELECTED TO SERVE AS EVALUATOR

In Illinois' La Grange School District 105 teacher evaluation is performed by a team that includes at least one tenured classroom teacher elected annually by the building staff.

La Grange uses the approach outlined by George B. Redfern, a specialist on teacher evaluation. It consists essentially of six steps: setting performance standards for all teachers; setting job targets for individual teachers; observing teachers; evaluating; conferring with teachers; taking necessary follow-up action.

All probationary teachers and one-third of the tenured teachers are evaluated each year in the La Grange district. A partial evaluation is made each year, as well, of all other teachers, based on goals and job targets they have set.

The evaluation team is formed by the third week of the school year. In addition to the classroom teacher elected by the staff, it consists of the building principal and designated teachers, as required. For example, the K-6 evaluation team is made up of a primary teacher, an intermediate teacher and the principal.

There are two teams at the 7-8 grade level, each consisting of a classroom teacher, a subject matter teacher and the principal. In addition, there are two teams to evaluate teachers in special programs, each composed of two special teachers and the principal.

Evaluation schedules are staggered, so that one-third of the tenured teachers are evaluated each year. A teacher may not serve on an evaluation team during a year in which he is being evaluated.

Teachers are notified whether they are to be evaluated by the second week of school.

The evaluation teams schedule visits at the convenience of each member. At least two visits must be made before April 1. One may be by invitation of the teacher being evaluated. Observation visits must last at least 20 minutes. The final evaluation conference takes place before May 1.

WHERE TEACHERS EVALUATE THEMSELVES

The Greendale (Wis.) Intermediate School has no teacher evaluation in the usual sense, and relies solely on self-evaluation. Principal visitations and the completion of a 60-item checklist were abandoned after an inservice program for administrators on management by objectives.

According to Donald Baumgart, principal, each teacher prepares a "Work Review and Improvement Planning Sheet" and discusses it with his principal early in the year. The sheet is reviewed again near the year's end.

"No pressure is brought to bear on goal completion and goals are easily changed," Baumgart says. "The entire process is flexible."

On the sheet, the teacher lists job responsibilities, goals connected with these responsibilities and anticipated dates of completion. At the end of the year, or other appropriate times, he notes the results achieved.

"The principal acts as a sounding board for ideas and as an advisor," Baumgart says. "It is not an evaluatory procedure in the traditional sense whatsoever and probably wouldn't work if the word 'evaluation' were attached to it."

The principal describes it as a "completely noncomparative and individualized process. The teacher works to improve himself through realistic goals set by himself." He notes that some teachers are inclined to consider preparing the goals a "chore" and pass it off lightly at first. But, he says, when they see there is no grade given and there is nothing threatening, they begin to develop professional and well-thought out goals. Often the principal can put teachers with similar goals in contact with one another.

Chapter 6



What About Specialized Personnel?

Relatively little has been done to develop separate procedures for evaluating teachers in creative subjects, such as art and music. Some districts report working on special forms and procedures; others use the same methods of evaluation but try to have supervisors in the particular specialty of the teacher do the evaluating.

A number of districts, however, have developed special forms and procedures to evaluate guidance counselors and librarians.

The Masconomet Regional High School, Boxford, Mass., has developed a counselor evaluation form, based on a philosophy and on a procedure worth noting. The introduction to the counselor evaluation form states:

The effective evaluation of a counselor must involve an evaluative philosophy and a procedure for measuring the counselor's success consonant with principles of good personal interaction. There first of all must be common agreement between the counselor and evaluator regarding the goals and objectives of the counseling role, and an understanding of the individual techniques and procedures used by the counselor in achieving these goals. The counselor should know what the evaluator will be looking for and the areas which will be considered in the evaluation. Next, there should be some continuity of evaluation and communication in order to avoid the surprise element which sometimes takes place. This means that the counselor should be apprised of the need for change and improvement at the time it is observed and not have to wait for a formal report such as this. The final factor is the importance of providing for self-evaluation. This provision allows the counselor to engage in objective analysis of his own performance and, in some measure, reflects his ability to adjust. The evaluator is free to use any tool he feels is contributing to the goal of a reasonably complete and accurate picture of the

counselor's effectiveness. The following procedure will be followed:

- Step One:** Early in the school year the counselor will sit down with the evaluator to discuss the philosophy and "modus operandi" of the counselor, the job expectations, and the evaluation procedure.
- Step Two:** The counselor and evaluator will complete Part One of the Counselor Evaluation Form within the first three months of the school and meet again to discuss the results. The self-evaluation should be reflected in the completed evaluation. The evaluator might discuss the other tools used to arrive at a complete evaluation.
- Step Three:** The evaluator will complete the entire evaluation form returning one copy to the counselor and retaining a copy for his files. The counselor and evaluator will discuss and sign the final evaluation.

Included in this chapter are a series of forms developed by three school districts to evaluate teachers who fall in specialized categories.

- The **Masconomet Regional High School** guidance counselor evaluation form is reproduced on pp. 46-47.
- The **Merrick (N.Y.) Union Free District** forms for evaluating librarians are reproduced on pp. 48-49.
- An evaluation form developed by the **Board of Cooperative Educational Services, Nassau County, N.Y.**, for use in evaluating vocational education teachers is reproduced on pp. 50-51.

MASCONOMET REGIONAL HIGH SCHOOL
BOXFORD, MASS.
COUNSELOR EVALUATION FORM
Areas of Counseling Effectiveness

Part I

In completing Part One the evaluator has a number of options, some of which follow: he can leave the space *blank*, which would indicate the lack of knowledge or sufficient information on which to base a judgment; satisfactory, which would indicate that the counselor is performing in a manner which is accomplishing the basic goals and objectives of the counseling role; need improvement, this should be followed by specific examples of where improvement is needed or where the evaluator feels the counselor is weak; commendable or *outstanding*, the evaluator has room to commend the counselor for what he feels is performance above and beyond the satisfactory level.

I. Effectiveness as a Person

1. Relates effectively with others
2. Exhibits sensitivity, empathy and acceptance necessary for establishing rapport
3. Functions in an organized manner
4. Respects the individual
5. Has a sense of humor
6. Appearance of respect, poise and stability
7. Is professionally ethical

II. Effectiveness with Pupils

1. Motivates pupils to seek counseling
2. Is sensitive to adolescent's feelings
3. Has a good rapport with students
4. Helps pupils with personal as well as educational and vocational problems
5. Has positive image among pupils
6. Functions effectively as resource consultant to pupils
7. Sensitive and appropriate utilization of other instructional and Pupil Personnel Services resources to problems
8. Encourages students to use other service personnel when appropriate and actively assists in the accomplishment of this objective

III. Effectiveness with Teachers

1. Is sensitive to role and problems of the teacher
2. Cooperates willingly with all school personnel
3. Communicates easily and effectively with teachers

4. Is receptive to teacher's comments and suggestions
5. Has good rapport with teachers
6. Functions effectively as resource consultant to teachers in matters of curriculum, student activities and human interaction as well as the concerns for psychological climate surrounding learning experiences

IV. Effectiveness with the Administration

1. Understands the role and concerns of the administration
2. Has a professional rationale for his counseling approach
3. Cooperates with administration regarding development of the counseling program
4. Has good rapport with administration
5. Attends to, and follows through, and reports back on administration referrals
6. Functions effectively as a resource consultant to administration in matters of curriculum, student activities, and human interaction as well as the concerns for psychological climate surrounding learning experiences

V. Effectiveness with Parents

1. Is understanding of parental concern
2. Promotes free and easy communication between school and home
3. Is available to parents
4. Has a professional image among parents
5. Attends to parental referrals
6. Follows through with parents in reducing crises and/or responding to their needs for counselor's services

VI. Effectiveness in the Profession

1. Takes pride in being a member of the counseling profession
2. Supports professional organizations and participates as time permits
3. Assumes responsibility to a large extent for individual professional growth

Part II

I. The Counselor is commended especially for the following:

II. The Supervisor recommends the following in helping the Counselor become more effective

I have read and discussed this evaluation with the evaluator.

Counselor _____

Date _____

1970 to 1971-Evaluation No. _____

Evaluator _____

MERRICK UNION FREE SCHOOL DISTRICT
Merrick, New York

TEACHER ASSESSMENT FORM – LIBRARIANS

Teacher _____ Date _____ School _____
_____ No. of years Teacher in district _____ Teacher new to school or level
Grade Level or Area _____

_____ Probationary Teacher

Observation Dates _____

Activities Observed _____

Group Size _____

Unusual Conditions _____

I. LEARNING ENVIRONMENT

A. Use of Resources: variety of activities, use of materials

B. Utilization of Functional Learning Activity Centers

II. IDENTIFICATION OF LEARNING STYLES

III. COOPERATIVE PLANNING

IV. LIBRARY MANAGEMENT AND CLIMATE

V. SUBJECT MATTER PREPARATION

A. Librarian's Background

B. Use of Library by Children

VI. TEACHING FOR HUMAN RELATIONS, DEMOCRATIC VALUES, AND ATTITUDES

VII. PROVIDES FOR THE INDIVIDUAL THE OPPORTUNITY FOR BROAD EXCHANGE OF
IDEAS

VIII. PROMOTES SCHOOL COMMUNITY RELATIONSHIPS THROUGH THE FOLLOWING:

IX. PARTICIPATES IN PROFESSIONAL GROWTH ACTIVITIES. IN WHAT WAYS?

X. UTILIZES SPECIALIZED SERVICES. IN WHAT WAYS? (check all that apply)

- | | | |
|---|--------------------------------------|---|
| ☐ Guidance | ☐ Reading | ☐ Foreign Language |
| ☐ Psychology | ☐ Coordinator | ☐ School Nurse-Teacher |
| ☐ Speech | ☐ Art | ☐ Audio-Visual |
| ☐ Remedial Reading
Center | ☐ Music | ☐ School Volunteer |
| | ☐ Librarian | |

XI. FOLLOWS ESTABLISHED BOARD OF EDUCATION AND SCHOOL POLICIES

YES ☐ NO ☐ (Specify)

XII. SETS GOOD EXAMPLE FOR CHILDREN BY OBSERVING SCHOOL RULES THAT CHILDREN ARE TO FOLLOW

YES ☐ NO ☐ (Specify)

*ASSISTANCE PROVIDED

Dates

Orientation Meetings	_____
Duties and responsibilities defined	_____
Adequate instructional materials and supplies	_____
Conferences	_____
Classroom demonstrations	_____
Consultation and assistance from system specialists	_____
Outside consultants	_____
Opportunities for visitation to other classrooms	_____
Assistance from other teachers	_____
Other (specify)	_____

*In the event that the statements of performance indicate that a teacher has not met district standards, a description of the assistance given must be listed. In all other cases, assistance provided may be checked above. Please refer to the Instrument for the Improvement of Instruction when discussing or analyzing this Form.

This Assessment indicates that the teacher:

- has met district standards in all categories.
- has substantially met district standards.
- has not met district standards.

COMMENTS (Evaluator)

COMMENTS (Teacher)

I have read and discussed this report with the Evaluator.

Teacher _____

Evaluator _____

Principal _____

Date
7/73

BOARD OF COOPERATIVE EDUCATIONAL SERVICES

Nassau County

Division of Personnel

125 Jericho Turnpike, Jericho, New York 11753

FORMS B & C: Procedures covering use of Teacher-Observation/Evaluation Form

1. The evaluator may utilize either Check List Form B or Narrative Form C or both to report on the observation of the teacher.
2. *Use of Form B* – The evaluator will check those boxes concerning the various items indicated on the Observation/Evaluation Report as a result of his observation.
3. *Form C* may be used by the evaluator for comments. For example, constructive suggestions, acknowledgment of poor or outstanding performance, explaining strengths and weaknesses, explaining extenuating circumstances, etc.

TEACHER OBSERVATION/EVALUATION FORM CHECK LIST FORM B

TEACHER _____ DATE _____

SUBJECT _____ SESSION _____

SUBJECT MATTER PRESENTED _____

SHOP/LABORATORY ATMOSPHERE

(Within the Teacher's Control)

1. Organization, Management and Appearance
2. Provisions for Student Comfort
3. Safety Provisions

E	G	S	U	N

INSTRUCTIONAL EFFECTIVENESS

1. Opening Procedure
2. Student Stimulation and Interest
3. Teaching Technique
4. Use of Aids and Devices
5. Concern for Individual Student Needs
6. Class Management and Control
7. Safety Awareness
8. Success of Presentation
9. Evaluation of Student Progress – Teacher Records
10. Evidence of Planning and Preparation
11. Evidence of Teacher's Effect on Students' Work Habits

PERSONAL FACTORS AND RELATIONSHIPS

1. Attire – Appropriate and Exemplary (for shop and laboratory work)
2. Initiative, Creativity and Resourcefulness
3. Voice, English Usage, Diction and Expression
4. Enthusiasm, Sense of Humor and Warmth
5. Patience, and Self-Control
6. Tact and Good Judgment
7. Sympathetic Understanding of Students

Code

- E = Excellent
G = Good
S = Satisfactory
U = Unsatisfactory
N = Not applicable

Evaluator

Teacher's signature indicating receipt and review of this evaluation,
but not necessarily approval or disapproval

Principal's Initials

TEACHER OBSERVATION/EVALUATION FORM

NARRATIVE FORM C

COMMENTS:

OVERALL RATING

DIRECTIONS: The teacher is to be given a general rating, which is felt to best describe his/her overall performance. Comments in support of the rating should be included.

1. This teacher is clearly effective and efficient and has our unqualified confidence in his continuing professional contribution.
2. This teacher demonstrates increasing effectiveness and exhibits both willingness and promise for continuing growth.
3. This teacher is not now meeting our expectations for effectiveness and must show considerable growth in order to make a successful contribution to our school system.
4. This teacher shows little promise at this time of making a successful contribution to our educational program.

Evaluator

Teacher's signature indicating receipt and review of this evaluation,
but not necessarily approval or disapproval

Principal's Initials _____

Chapter 7



State Laws and Local Policies

The questions of whether to evaluate teachers and how to do it are being taken out of the hands of local school districts in some states, as state legislatures enact laws mandating the evaluation of all teachers at specified intervals and often in specified ways. As one example, California's Stull Act requires the evaluation of all certificated personnel based, among other things, upon "expected student progress in each area of study."

The Stull Act, passed in July 1971, is by no means the only state law requiring evaluation of teachers and administrators. At the beginning of 1974 nine states had enacted legislation mandating some form of teacher evaluation.

Similar laws await enactment in other states, but the trend has not developed at the pace that the furor over "accountability" suggested a year or two ago. One observer had estimated that almost half of the states would have "taken some steps toward mandated evaluation" before 1974. If "some steps" means simply thinking about it, the estimate is probably not far wrong, but considerably less than half of the states have taken the step of enactment.

Nonetheless, there was and is considerable interest in accountability laws that involve teacher evaluation beyond the scope of existing laws and regulations governing the certification of teachers. State governments, it appears, now recognize that it is impossible to determine competence of teaching on the basis of university training or bureaucratic licensing.

The nine states with laws requiring evaluation of professional employees are: California, Connecticut, Florida, Kansas, New Jersey, Oregon, South Dakota, Virginia and Washington. All of the laws except Washington's were passed since the beginning of the 1970s, and the Washington law was passed in 1969. Below are pertinent excerpts from state laws:

Washington: Every board of directors, in

accordance with procedure provided . . . (Professional Negotiations Law), shall establish evaluative criteria and procedures for all certificated employees. Such procedures shall require not less than annual evaluation of all employees. New employees shall be evaluated within the first 90 calendar days of their employment. Every employee whose work is judged unsatisfactory shall be notified in writing of stated areas of deficiencies along with recommendations for improvements by February 1 of each year. A probationary period shall be established from February 1 to April 15 for the employee to demonstrate improvement.

Kansas law establishes guidelines or criteria for evaluation policies in general terms of efficiency, personal qualities, professional deportment, results and performance, capacity to maintain control of students, etc. The law says community attitudes should be reflected. It provides for teacher participation in the development of the evaluation policies and self-evaluations. The law also provides for state board assistance in preparation of original policies of personnel evaluation.

Prior to January 15, 1974, every board shall adopt a written policy of personnel evaluation procedure in accordance with this act and file the same with the state board. Every policy so adopted shall:

a. Be prescribed in writing at the time of original adoption and at all times thereafter when amendments thereto are adopted. The original policy and all amendments thereto shall be promptly filed with the state board.

b. Include evaluation procedures applicable to all employees.

c. Provide that all evaluations are to be made in writing and that evaluation documents and

responses thereto are to be maintained in a personnel file for each employe for a period of not less than three years from the date each evaluation is made.

d. Provide that commencing not later than the 1974-75 school year, every employe in the first two consecutive years of his employment shall be evaluated at least one time each year, and that after the fourth year of his employment every employe shall be evaluated at least once in every three years.

California law stipulates that evaluation be in writing and the employe have the right to make a written reaction. Probationary personnel are evaluated yearly under terms of the law and all other personnel at least every other year. If a person is not performing satisfactorily, he is to be informed and his superiors must try to assist him to improve.

It is the intent of the Legislature to establish a uniform system of evaluation and assessment of the performance of certificated personnel within each school district of the state. The system shall involve the development and adoption by each school district of objective evaluation and assessment guidelines.

The governing board of each school district shall develop and adopt specific evaluation and assessment guidelines which shall include but shall not necessarily be limited in content to the following elements:

- a. The establishment of standards of expected student progress in each area of study and of techniques for the assessment of that progress.
- b. Assessment of certificated personnel competence as it relates to the established standards.
- c. Assessment of other duties normally required to be performed by certificated employes as an adjunct to their regular assignments.
- d. The establishment of procedures and techniques for ascertaining that the certificated employe is maintaining proper control and is preserving a suitable learning environment.

LOCAL BOARDS OF EDUCATION TAKE UP THE CHALLENGE

Expert consensus is that a school district should have a written policy on teacher evaluation. The

policy should, in broad terms, set the overall objective and articulate the district's philosophy. The board policy statement should avoid details of operation, which should be established cooperatively by administration and teachers.

Following are three samples that are typical of those that in general meet the criteria of good policies.

Recognizing that the objective evaluation of its professional staff is one means by which the River Falls (Wis.) School District may continuously improve the level of instruction for its students, the superintendent is directed to formulate a plan of evaluation whereby this goal may be achieved. In the formulation of such a plan, the following measures shall be considered:

1. Evaluation is to be used as a constructive measure to counsel and guide the teacher or administrator to his highest level of competency.
2. The evaluation process is to be considered an ongoing and constantly changing procedure to allow the use of better methods and techniques for evaluation as they are developed.
3. Those to be evaluated will have a role in the determination of the process itself.
4. Data recorded as a result of the evaluation process will be treated as confidential material.

It will be incumbent upon each building principal to inform the superintendent of schools, prior to February 1, of the performance of the individual teachers on his staff, whether he rates them as satisfactory or not, and whether or not he is recommending nonrenewal of their contracts.

The basic philosophy for evaluation of professional staff members in the Barnstable (Mass.) Public Schools is that "evaluation is a process that gives teachers the opportunities to do their very best. It is a cooperative undertaking carried on with mutual respect. The teacher should be a partner in the process with the administrator or supervisor charged with the evaluative task."

In order to insure a high quality of teacher and administrative performance and to advance the instructional program of the Barnstable Public Schools, a continuous program for teacher and administrator evaluation shall be

established and reports shall be made to the school committee considering the outcome of these evaluations. The evaluation process shall include self-evaluation, supervisor-initiated observations and teacher-initiated observations, and final supervisor evaluation. First-year probationary teachers shall be evaluated formally and in writing the first three school quarters. Second- and third-year nontenured teachers shall receive at least two formal written evaluations during the year. Each tenured teacher shall receive at least one formal written evaluation during the year. The formal written evaluations shall result from a series of observations, not from a single visit. Evaluations and observations in addition to those detailed above are at the discretion of the administration.

The formal evaluation shall be written and shall be discussed by the supervisor and the person being evaluated. Copies of the formal written evaluation shall be signed by both parties and be placed in the personal file of the teacher or administrator. The individual shall also receive a signed copy. The signature should indicate that the evaluation has been read and discussed.

The written evaluation should be specific in terms of the person's strengths and goals for growth. Those areas where improvement is needed should be clearly set forth and recommendations for improvement should be made. Subsequent evaluations should address themselves to any improvement or to any continuing difficulty which is observed.

The Winnetka (Ill.) Public Schools include the

following provisions in their evaluation policy statement:

A. Purpose: The superintendent of schools and principals shall maintain procedures for helping all teachers improve their teaching performance and for insuring the highest possible quality of teaching throughout the school system.

B. Basic Principles to be Followed: Appraisal shall be carried out in the light of individualized objectives which principal and teacher have agreed upon and which are compatible with larger school district goals. These objectives should be realizable in terms of performance.

The entire appraisal system shall be based on principles of equity and fairness for teachers and it shall rest on criteria which are known and accepted by teachers and which are related to the broad objective of full professional development. Self-evaluation shall be recognized as a primary means of effecting improved teaching performance.

C. Responsibilities: It shall be the responsibility of the teacher to plan for his own success in realizing the agreed upon objectives, of the teaching staff to assist colleagues as much as possible; and of the principal to proffer counsel in the planning and to support teachers as they carry out their professional assignments.

All teachers will be appraised by their principals at least once each year. The principal will submit a written report of each appraisal to the superintendent.

Evaluation: 'Long-Range Protection'



In the past, teachers have often been fearful of formalized evaluation as something which was destructive and likely to harm them. The Michigan Education Assn., however, in its booklet *Teacher Evaluation: A Statement by Teachers*, points out a frequently overlooked way in which systematic, documented, and regular evaluation can be a powerful protective device for the teacher. Evaluation, they say, provides "a continuous record which is the best long range protection against unjustified criticism." This is important "because teachers operate in a system which is characterized by great instability. Those administrators, teachers, and pupils of today are not likely to be available in five years. A continuous record, then, provides testimony as to the teacher's effectiveness, which may be necessary in a time of crisis."

Chapter 8



The Teachers' Point of View

From staunch opposition, to a guarded receptivity, to a leadership role in planning for teacher evaluation — such has been the course of opinion of large numbers of the nation's teachers regarding evaluation. But this apparent U-turn does not really reflect so much a change in philosophy on the part of teachers as it reflects drastic changes in the nature of the evaluation programs being proposed, as well as changes in outside pressures on the schools.

Even now, there is little consensus among teachers on the subject of teacher evaluation — a subject that vitally affects and concerns them. Individual teachers and teachers' organizations alike are ranged along a scale from firmly opposing any evaluation plans to actively espousing a certain plan — with every gradation in between. Given the complexity and difficulty of the subject, the multiplicity of plans proposed, and the variety of local conditions, this is hardly surprising, but it is a source of distress to many in the profession who would like to be able to present a united front. Some see even the discussion of evaluation as a threat to teacher unity.

Over the years teachers and their organizations have had to fight long and hard for job security and fair standards for pay. Guarantees of due process in dismissals or other punitive actions and the single-salary schedule that helped equalize salaries between men and women and between elementary and secondary school teachers were hard-won victories for a uniquely vulnerable profession. So-called "evaluation" systems were often thinly disguised weapons for getting rid of militant or nonconformist teachers, for slashing budgets, or for enforcing authoritarianism in the schools. No wonder teachers wanted no part of them. Historians have noted that at the 1915 NEA convention, one delegate denounced teacher rating as being 'demeaning, artificial, arbitrary, perfunctory and superficial.' "

Towards Improvement

But in the last decade or so, things have begun to change. Research and experimentation in the nation's universities and teacher training institutions have brought forth many theories and offered a substantial intellectual and scholarly basis for reexamining the process of teaching and learning. This has both intensified the impetus toward better teacher evaluation and provided a variety of tools for carrying it out. The teachers' organizations, too, through their many studies, workshops and professional development programs, have added to this body of knowledge.

From these activities has emerged the philosophy that evaluation is for improvement of instruction, not for rating purposes for hiring, firing, or salary adjustment; that evaluation should pinpoint teacher strengths and weaknesses and should be followed up with help to teachers to reinforce their strengths and overcome their weaknesses. This sort of philosophy is one that many teachers felt they could live with. Furthermore, it is an approach to evaluation that seemed to meet the needs and demands of the times. Many teacher groups began to accept the precept that teacher evaluation may be one way to satisfy the public demand for tangible evidence that the schools were doing their job with the properly qualified and properly educated staffs.

Such, then, were the conditions under which teachers' associations on all levels began to move rapidly toward planning and recommending "acceptable" evaluation systems.

If Teachers Don't Someone Else Will

This change in attitude is summarized by Larry E. Wicks in an article, "Teacher Evaluation" in *Today's Education/NEA Journal* (March, 1973):

They [a teachers' association] "were aware that parents, students, elected officials, and state agencies across the country are demanding teacher accountability. They believed that if the profession doesn't deal with the problem, then someone else will. Therefore, they felt that education associations must place a high priority on becoming fully involved in establishing policies for and carrying out evaluation of education programs and of teaching processes."

In a similar vein, NEA's *The Early Warning Kit on the Evaluation of Teachers* contains the following statements:

Teachers everywhere are being evaluated — and more than ever before. Teachers are being evaluated so that they will be held accountable for their teaching performance and for the achievement of their students. Sometimes teachers are being unfairly and unjustly evaluated. . . . The work of teachers is constantly being evaluated not only by supervisory personnel but by the lay public as it criticizes educational products. Teachers should not become defensive but

should be prepared to respond affirmatively. Appropriate response is made by taking a hard look at programs to improve the schools. . . . Without association involvement in the selection, adoption, or development of the evaluation instrument, there is little likelihood it will be used adequately and fairly to evaluate teachers. If teachers do not take a strong position on teacher performance evaluation, they will be unable to benefit from this important and sensitive activity. . . . The National Education Association believes that it is a major responsibility of educators to participate in the evaluation of the quality of their services.

In short, many teachers' groups are coming to the conclusion that teacher evaluation in some form is here, will stay, and may expand; and therefore if teachers want it to be done right, according to their understanding, teachers had better be involved in it from beginning to end. Teachers, they feel, should be included in shaping the policies, setting the goals, designing the instruments and carrying out the procedures; and to this end many associations are making teacher evaluation a negotiable item in contract bargaining.



Selden: 'Evaluation—A Red Herring'

Some spokesmen for the teaching profession are still highly suspicious of teacher evaluation, even in its new forms, and the other concepts that are so often discussed along with it — accountability, merit pay, differentiated staffing, PPBS. David Selden, president of the American Federation of Teachers, in an article entitled "Evaluate Teachers?" (AFT QUEST Paper No. 4), warns that teacher evaluation may be a red herring, usually arising "from the anguish of superintendents and school boards over the problem of How-to-Get-Quality-Education-Without-Really-Paying-for-It." It is a red herring, he says, because it turns "the attention and energies of teachers inward, against themselves, rather than outward" against the *real* enemies of education, such as the reluctance to spend the vast amounts of money needed to raise and enforce certification standards, reduce class sizes and teaching hours, and raise salaries. These latter steps would do far more to raise the level of teaching competence than any evaluation system, he feels.

These Are Musts

Certain salient points are emphasized again and again in statements by teachers' organizations. Among them are the following:

- The *purpose* of teacher evaluation must be clearly understood to be *improvement of instruction*, not for formal, legalistic purposes of firing, determination of tenure, salary, and promotion.
- Evaluation, then, *must* go hand in hand with a comprehensive plan for career development and improving total teacher performance, including, for example, inservice training, a staff of helping teachers (teacher counselors), and teacher aides.
- Evaluation must not be done by just one person, but by a team, including at least one peer skilled in the teacher's specialty.
- Evaluation should be open and without subterfuge. For example, the time, place, and conditions of any visitations should be agreed upon in advance by teacher and evaluator.
- Criteria for evaluation and the traits to be judged should be agreed to and clearly understood by all parties before the process begins.
- Those who do the evaluating should be trained for the job, and must themselves be evaluated regularly.
- Evaluation should be an ongoing, long-term process, that takes note of a teacher's over-all performance and of progress between periods of evaluation — not a one-shot, stand-or-fall rating.
- Opportunity must be provided for the teacher to see the evaluators' report and to consult with them before their report goes into his permanent file, and to write a reply to their report, if he wishes, that will be attached to it in his file. Every district should have procedures whereby a teacher may request to have material he considers obsolete or irrelevant removed from his file.
- Above all, evaluation must take place in a constructive and nonthreatening atmosphere.

The teacher must feel that improvement of his performance is a cooperative effort involving him, his evaluators, and others on the school staff. No matter how well designed — in the abstract — an evaluation program may seem, if it is perceived by teachers as negative or punitive, it will not improve teaching, but will lower teacher effectiveness because of teacher fears and lowered morale.

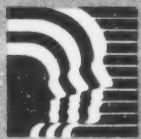
- Finally, if teachers are to be evaluated, then all other educational personnel should be evaluated too, up to the highest levels of administration.

Organizations Get Involved

When most of these standards are met — or, conversely, when there is serious threat that evaluation systems violating these principles may be established — the energy of teachers and their associations in working for acceptable evaluation programs is prodigious. The teachers' organizations in virtually every state that has passed or is weighing legislation requiring evaluation have been involved up to their collective ears in influencing such legislation — and not just negatively, as some might imagine.

On the local level, as responses to the *Education U.S.A.* survey show, teachers have been deeply involved in the preparation of evaluation systems in the overwhelming majority of those districts that have either begun or substantially modified their programs in the past five years — and the number of teacher-hours devoted to committee sessions, discussions, criteria-setting, report-writing, and guideline-making is mind-boggling.

When professional teacher spokesmen write or speak for political and public relations purposes, especially on the national level, warnings that the new blanket of teacher evaluation may be just a cover-up for the old evils seem to predominate. But when state and local associations write for their own membership on the practical problems of living with evaluation, the tone is far more accepting. Sometimes it is downright enthusiastic. The generalizations that can be made regarding teacher opinion at this time are: that no one speaks undisputedly for the profession on the subject of teacher evaluation; that certain negative and punitive types of evaluation are universally rejected by teachers; and that a great deal of watching and waiting will be practiced by teachers as they try to assess the effect of the new experiments.



EVALUATING TEACHERS FOR PROFESSIONAL GROWTH

CURRENT TRENDS in School Policies & Programs

The Surest Way to Increase Effectiveness . . . New Jersey Teachers Speak on Evaluation

A clear statement of policy on teacher evaluation was adopted by the New Jersey Education Assn. Delegate Assembly in the fall of 1970. The Association makes a useful distinction between **job-oriented** and **career-oriented** evaluation. Some excerpts from that policy follow:

The traditional purpose of teacher evaluation has been to provide a basis for the granting of tenure, for the withholding or granting of an increment, or for the dismissal of incompetent or incapacitated practitioners. Proper **job-oriented** evaluation serves this purpose.

. . . The more important (but less common) purpose of evaluation is to improve the effectiveness of the individual practitioner, to inspire professional growth, and to shape a successful teaching career. **Career-oriented** evaluation serves this purpose.

Most current evaluation of teacher performance is job-oriented. Career-development has been sadly lacking. . . . By the very nature of the arrangement, the present state of job-oriented evaluation discourages voluntary teacher requests for classroom help. **This is the opposite of what should be.**

Basic Principles

The sole defensible purpose of any school activity — including evaluation — is to upgrade the quality of education being offered to the pupils. The overriding purpose is improvement of performance. To achieve this end:

1. Evaluation should be constructive — to provide stimulation rather than defeatism.
2. The district's programs and procedures for evaluating members of the school staff should be mutually developed by and acceptable to the teacher association, the administration and the board of education.

3. Evaluation of nontenured teachers should differ from evaluation of teachers in general.
4. Every school district should use expert job-oriented evaluations in reaching decisions on such personnel matters as dismissal, retention, the granting of tenure, withholding of increment, promotions and reassignment.
5. Because employees must have checks and balances against unfair or unfounded evaluations, these personnel decisions should be tied to the district's grievance procedures and should be grievable if individual teachers or the teacher association take exception.
6. Every district should have a comprehensive career-development program for improving the skills and performance of all members of the school staff.
7. Every district should have a suitable staff of helping teachers, evaluators, supervisors, principals, other administrators (plus outside consultants) to carry out its program of job-oriented and career-oriented evaluation.

If anyone on the school professional staff is evaluated, then everyone must be evaluated — including the evaluators and the chief school officers.

Each professional — administrator, specialist, teacher — will grow in competence and skill to the degree that he is cognizant of his educational strengths and weaknesses.

Because evaluation is a difficult, delicate and subjective business requiring a variety of insights and skills, it should be done in teams of experts rather than by an individual.

One important way that teachers improve their capability is by self-evaluation. The evaluation process in every school system should encourage teachers to give critical analysis to their own classroom work.

Another important — but often untapped — source of professional improvement is the teacher's staff of colleagues. Peers can be given responsibility in the career development of the school staff.

The surest way to increase the effectiveness of any professional is to surround him with productive peers, expose him to new ideas, and stimulate him into constructive analysis of his own performance.

Chapter 9



Problems and Responses

Teacher evaluation systems are not implemented anywhere without some conflict. The reasons for controversy vary and there does not appear to be any one overriding cause, such as teachers' intransigent opposition to all forms of evaluation. Although some very few districts replying to the *Education U.S.A.* survey did report teacher opposition to *any* evaluation after tenure, most conflict seems to stem from other matters. Evaluation, as a general process, is in itself rarely the issue.

However, some tentative generalizations, based on the survey replies, are possible:

Conflict seems most likely if teacher evaluation is tied to identifying incompetent teachers for the purpose of dismissal; if it is tied to merit pay provisions; if a checklist type of evaluation instrument is used that does not reflect any teacher input. Unannounced observation visits are often a bone of contention. There are exceptions, of course, and what might be anathema to teachers in one district is readily accepted in another.

Even when teachers participate in the creation of the evaluation procedure conflict can result, as witness the experience of a New England school district:

Although the local association had two members out of seven on the committee which developed the new secondary instrument, they objected to the instrument because wording changes they desired were not accepted by the development committee. It has taken the association four months to appoint representatives to a new committee to review and present recommendations to the school administration concerning the secondary teacher evaluation document.

Checklists Cause Problems

Checklists often serve as the cause for dissent, as this New Mexico elementary school principal dis-

covered: "Every teacher feels offended if he doesn't have a straight commendable evaluation. This is usually resolved – but only after considerable hard feelings and much discussion."

Citing the checklist form that listed several characteristics and spaces to mark "commendable," "satisfactory," or "unsatisfactory," the principal asks, "What can you say to improve instruction on this form to a commendable teacher who has taught for years?"

Negotiating Evaluation

Clauses on teacher evaluation are being negotiated into more and more contracts between boards of education and teacher organizations, although, as in other matters, practice and opinion vary widely. There are local teacher organizations that refuse to consider evaluation of tenured teachers at all, even for negotiation, and there are boards that maintain evaluation is not a negotiable matter. Other organizations and boards are more than willing to have it part of the negotiated contracts. Some contracts accept the concept of evaluation of all teachers, others limit it to nontenured teachers, and still others attempt to prohibit it.

The trend seems to be toward greater teacher interest in having evaluation recognized and covered in the master contracts, as pressures grow for continuous evaluation of all teachers. The feeling of teacher organizations is that it is better to exercise some control of an inevitable process, than to fight a losing battle opposing it outright. Boards also appear to be moving toward greater acceptance of the idea of negotiating evaluation procedures, as experience indicates evaluation works best with full teacher participation.

An Illinois administrator voices positive feelings about having evaluation in the contract: "I do feel including evaluation procedure in contract forces the supervisors to do a better job of evaluating."

In its *Guidelines for Evaluation of School Personnel*, the Kansas-National Education Assn. notes that state courts have ruled evaluation procedures are negotiable, and includes a sample article on evaluation for master agreements. Kansas law now mandates teacher evaluation and the article proposed by the Association recognizes this. The Association recommends a section limiting teacher evaluation criteria to instructional skills, learning diagnostic skills, professional ethics, professional endeavors, attention to duties, and physical capacity.

The proposed article for a master contract also includes an evaluation form, which is an open-ended, narrative type, as shown below.

Some board-teacher contract agreements contain articles on evaluation that are complex. They spell out procedures, tell exactly who is to be evaluated when, and provide for grievance of disputed evaluations. Others are relatively simple, merely endorsing evaluation and outlining briefly what it shall include. Some samples from master agreements or contracts now in force are given below.

Westfield (N.J.) Board of Education – Westfield Teachers Assn.

Evaluation of teaching performance shall include the following:

- A. Tenure teachers shall be observed a minimum of one entire class period per year. Nontenure teachers shall be observed a minimum of three times per year.
- B. Observation for purposes of teacher evaluation shall be by the principal, assistant principal, supervisor or department chairman.
- C. A formal observation will be followed by a conference with the evaluator during which any written summary of the teacher's performance will be read and signed by the teacher who may add written comments to the summary at this time if he so wishes.
- D. Each teacher shall also have an end of year conference with his principal or supervisor. This conference may include a written summary witnessed and signed by the teacher.
- E. A teacher shall be given a copy of any written evaluation report prepared by his evaluators, as a result of actions taken in

Paragraphs C. and D. No such report shall be submitted to the central office, placed in the teacher's file or otherwise acted upon without prior conference with the teacher.

* * * * *

The following excerpts from the master agreement between the **Cincinnati (Ohio) Board of Education and the Cincinnati Teachers Assn.** on teacher evaluation stress who should be evaluated, rather than procedures, about which it says only that the teachers' association shall be requested to be actively involved in any revision of the appraisal procedure.

All limited contract teachers and Class I teachers (contract teachers without a certificate or noncontract, long-term substitutes) "shall be appraised in their first and third year of teaching. Second-year teachers and teachers beyond the third year probationary period, who have not qualified for continuing contract, shall be appraised as continuing contract teachers. (Class I teachers, who have not qualified for regular appointment by the beginning of the fifth year, shall be evaluated in order to determine eligibility for appointment.

As a general rule, teachers who have obtained continuing contract status are not required to be appraised, except in these situations:

- a) The teacher may request to be evaluated by his principal.
- b) Teachers who have been administratively transferred to a different building, unless such transfer is caused solely by an organizational change.
- c) Teachers who have requested a transfer to another school and will be teaching in a different subject matter field.
- d) Teachers who will be performing in a different area of responsibility.
- e) The principal may evaluate a teacher if he believes that the teacher could profit from the experience. The principal shall inform the teacher, in writing, of the reason and procedure for such an evaluation.

The following contract article from the professional communication agreement between the

Board of Directors of the Davenport (Iowa) Community School District and the Davenport Education Assn. on teacher evaluation stresses procedure.

The number one objective of evaluation of all certified personnel is the improvement of instruction; therefore, each certified employee shall be evaluated during his first year of employment and at least once during each three-year period thereafter. The evaluation shall be done by the immediate supervisor or building principal, using the evaluation form included in the appendix. The evaluator shall discuss the evaluation procedure with the evaluatee both before and after evaluation. A preevaluation conference shall be held between the evaluator and the teacher so that the evaluator may be apprised of the teacher's objectives, methods, and materials planned for the teaching-learning situation to be evaluated.

All monitoring or observation of the work of a teacher shall be conducted openly and with full knowledge of the teacher.

Any employee, presently under contract, shall have the right to review the contents of his own personnel file at any time. A representative of the Association may, at the employee's request, accompany the employee in this review. Only confidential job recommendations received prior to employment shall be excluded from this policy. The Board or its Administrative Representative shall not establish any separate personnel file which is not available for the employee's inspection.

All evaluations shall be reduced to writing and a copy given to the employee within five school days of the evaluation. If the employee disagrees with the evaluation, he may submit a written answer which shall be attached to the file copy of the evaluation in question.

No evaluative material originating after original employment shall be placed in an employee's personnel file, unless the employee has had an opportunity to review the material and affix his initials to the same to indicate he has reviewed the material. The employee may submit a written notation regarding any material, which will be attached to the file copy of any material in question. If the employee believes that material to be placed in his file is inappropriate or in error, he may receive adjustment through the Grievance Procedure, whereupon the material shall be corrected or expunged from the file.

If an employee is asked to sign material placed

in his file, such signature shall be understood to indicate his awareness of the material; but, in no instance, shall said signature be interpreted to mean agreement with the content of the material. Any person using the file shall be required to sign their name and date the file.

Any complaint made against a teacher or person for whom the teacher is administratively responsible, by any parent, student, or other person, shall promptly be called to the attention of the teacher, if said complaint is to be placed in the teacher's personnel file.

If an evaluator finds the effectiveness of the evaluatee less than adequate for the position, the reasons for this judgment shall be set forth in specific terms, as shall suggestions of specific ways in which the evaluatee may improve his effectiveness.

No evaluation shall unduly interfere with the normal teaching-learning process.

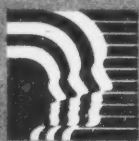
Merit Pay

Speak about teacher evaluation and immediately the topic of merit pay intrudes into the discussions. The literature of teacher organizations continues almost unanimously in opposition to the concept of merit pay. Administrators, board members and the public tend to regard the vision of merit pay somewhat wistfully as a way, they believe, to improve education or at least to get a better return on the tax dollar.

Merit pay, of course, could not exist without evaluation, but the converse is not true; evaluation can and does exist without merit pay. In fact, when evaluation begins to suggest merit pay, except in rare instances, evaluation itself is likely to be attacked. If the idea of teacher evaluation for the sake of improving instruction is reaching a near consensus status, teacher evaluation for the sake of paying some teachers more than others is still very much a subject of intense debate.

Consequently, most districts avoid tying teacher evaluation to merit pay; indeed, they avoid merit pay schemes altogether. A few districts, however, do have merit pay schedules. In those, the common practice is to separate teacher evaluation as it applies to all teachers for the sake of improving learning from teacher evaluation or appraisal for the sake of rewarding some with additional increments. It is also common practice for participation in merit pay programs to be voluntary.

John J. Kelley, superintendent of Waverly Cen-



EVALUATING TEACHERS FOR PROFESSIONAL GROWTH

CURRENT TRENDS in School Policies & Programs

What's in a Word?

The capacity of educators to try to solve their problems by changing the terminology appears unlimited. Evaluation is a case in point. Evaluation became a sore word with teachers' associations and unions fearing the process because to them it was subjective, demeaning or punitive. To counter the fear, without losing the function, some well-meaning educators have changed its name. Rather than *evaluate* they will *appraise* or *assess*.

Some have felt that even these words carried too many of the "scare" aspects of evaluation, and they came up with *supervision*. A master stroke? Surely no one could object to being part of a supervisory process, which suggests being a boss or superior. And yet there are problems with supervision — for while evaluation may well be a part of the supervisory process, it is by no means the whole thing. Using *supervision* for *evaluation* has led at least one district to issue a sheet of instructions on how its pupils can supervise the teachers.

In the introduction to one district's statement on secondary supervision, a paragraph reads: "The task of supervision is shared by all members of the school community — supervisors, teachers, students — and is successful to the extent that all accept their responsibilities."

How students are to carry out their responsibility has not yet been outlined successfully by any district.

Another district has attempted to sidestep the issue of terminology by setting up parallel procedures, one called "appraisal" and the other "evaluation." The "appraisal" process is designed to improve instruction and the "evaluation" process is to identify, in effect, incompetent teachers. ("Evaluation . . . rates teacher performance for contract purposes.") Both processes employ similar procedures and use nearly identical check lists for rating teachers. The only significant difference is that the form used for "evaluation" has a column to check for "unsatisfactory" work.

At least one teachers' association has called attention to risks of playing shell-games with terminology. The Minnesota Education Assn.'s Task Force on Performance Criteria and Teacher Evaluation has noted that "... Misunderstanding can result from ambiguity. The terms 'supervision,' 'observation,' 'evaluation,' and 'assessment' are often erroneously defined as nearly synonymous."

tral Schools in New York, is one of those who believes evaluation should be tied to salary increments. He says:

Unfortunately, teachers are not rewarded for the quality of their teaching. Instead they are paid according to their years of experience, the graduate hours credit they have amassed and the degrees they hold. As a result, in my opinion, some are overpaid and many are underpaid. Lacking an evaluation system that is 100% objective and subject to zero error in practice, the financial rewards are distributed equitably — but unfairly and without regard to the quality of teaching performance."

Acknowledging the opposition of teachers, Kelley says, "It is understandable that teachers should resist teacher evaluation which is tied to salary increments, if administrators do not submit to a similar arrangement."

In 1972 his district began an administrator evaluation procedure that is tied to salary increments. "Our procedure is certainly less than 100% objective and no one would claim that it is error free," Kelley says. "But it does attempt to honestly and fairly judge performance and reward those who outperform others."

Although teacher evaluation forms were revised in Waverly in 1973, no attempt has been made yet to tie teacher performance to salary increments. "Should we find it feasible to do so later, the fact that administrators have been so evaluated will have paved the way," Supt. Kelley believes.

Opponents of merit pay argue that teachers prefer to be paid on the basis of experience and earned credit. Some of the reasons teachers shy away from merit pay were touched on by John Shaughnessy, executive secretary of the Metropolitan School Study Council, New York, in the council's newsletter, *MSSC Exchange*. Referring to such questions as who shall appraise, what should be subject to evaluation, what means shall be used to appraise and how shall appraisals be translated into salary increments, he says, "Perhaps the most striking issue is that which centers around inadequate basic and evaluative research in teacher and teaching evaluation in general and in merit pay programs in particular."

Some districts have tried merit pay only to abandon it for one reason or another. One administrator from a high school district in Illinois reports that "the association was instrumental in our going

off the merit program onto a salary schedule."

One district, **Parkrose Public Schools** in Portland, Ore., reports no problems with merit pay plans, and that the local association helped design the district's "Professional Incentive Program (PIP)."

The Parkrose plan is open to professional staff members who have completed their three-year probationary period in the district, have permanent status and nine years' experience in the profession. Those eligible may apply for additional increment or bonus dollars and appeal procedures are available if application is denied.

The teacher applying for the additional pay is subject to evaluation and appraisal that includes a minimum of 240 minutes of observation. In addition to evaluation and job targets, other data considered are involvement in special programs, contributions to the district, building or department, and other professional involvement.

Princeton City School District in Cincinnati, Ohio, has a merit pay plan based on different classifications of teachers with different requirements and responsibilities. Donald V. Johnson, principal at Princeton High School, reports, "Since our evaluation system involves the use of merit pay and differentiated staffing, there are always questions on the procedures employed. We state very clearly the reasons that a person receives salary recognition or has salary recognition decrease. Conferences are held with the staff member and members of the administrative team in discussing the reasons for such action."

Westside Community School District 66 in Omaha, Neb., has provisions for merit pay written into the agreement between the board and the Westside Education Assn. A paragraph in the contract reads, "Incentive pay may be granted to any individual teacher in addition to the salary schedules and ranges . . . at the discretion of the superintendent, as approved by the board of education."

Teachers can be placed in different merit pay categories based on duties, time, responsibilities and performance. Teachers eligible for entering categories with higher pay are entitled to conferences with superiors at which the reasons for their placement must be given. Appeal procedures are set up with a salary adjustment committee composed of three members appointed by the association and three by the administration. All staff members in the district have at least one formal evaluation annually.